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MONROE, NORTH CAROLINA

COMMUNITY FACILITIES PLAN

UPDATED

ABSTRACT

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AUTHOR	North Carolina Department of Natural and Economic Resources, Division of Community Services, Piedmont Area Office, P.O. Box 300, Salisbury, N.C. 28144
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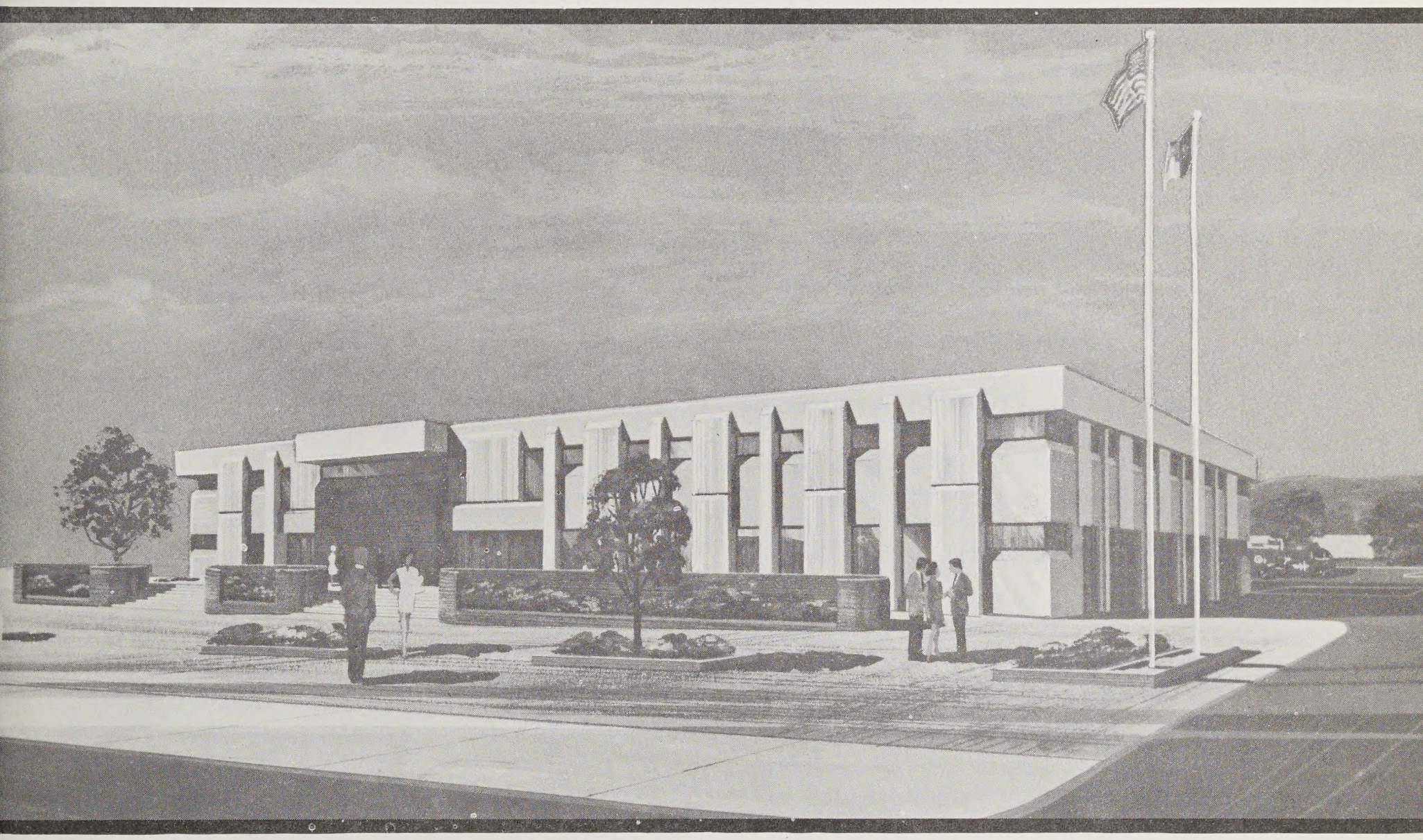
ABSTRACT

The 1966 Community Facilities Plan has been updated and revised in accord with existing conditions and future services/facilities needs. The revised edition included an assessment of the adequacy of municipal and non-municipal services and facilities evaluated with acceptable (local, state, national) standards of service. The need for additional services and facilities (to include those which can best be provided by joint city-county efforts) will be outlined and recommended having been made relative to the aspects that will make them adequate to meet the anticipated demand during the planning period.

The Public Improvement Program/Capital Improvements Budget will be updated and revised, based on capital expenditures needs as programmed in the Community Facilities Plan Update/Revision.

MONROE, NORTH CAROLINA



COMMUNITY FACILITIES PLAN

UPDATED

The preparation of this report was financed in part through an urban planning grant from the Department of Housing and Urban Development, under the provision of Section 701 of the Housing Act of 1954, as amended.

PREPARED FOR:

THE CITY OF MONROE, NORTH CAROLINA
Edward G. Faulkner, Mayor
Jim E. Hinkel, City Manager

CITY COUNCIL
Hayne H. Baucom
Paul N. Helms
Fred C. Long
James D. Wellborn

CITY PLANNING BOARD
Vann V. Secrest, Sr., Chairman
Frank Carpenter
N. H. Mann
Ray I. Nash
Dr. William H. Price

Perimeter Planning Board
Harold G. Phillips
Ralph Williams
Aaron Plyler
Howard Baucom
Roy Smith, Jr.

TECHNICAL ASSISTANCE FROM:

State of North Carolina
Department of Natural and Economic Resources
Office of Industrial, Tourist and Community Resources,
Division of Community Services, Piedmont Field Office,
P.O. Box 300, Salisbury, N. C. 28144 (Dennis R. Patton)

Mathey A. Davis, Director, Field Office
Dennis R. Patton, Planner-in-Charge
Paul L. Trexler, Draftsman
M. Eileen Antosek, Stenographer

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May, 1972

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PREFACE

This document -- Community Facilities Plan Update/Revision -- is one of a series of planning elements to be prepared and/or updated for Monroe by the Monroe Planning Board with technical assistance provided by the Division of Community Services, North Carolina Department of Natural and Economic Resources. This planning element constitutes a part of Monroe's comprehensive planning program and forms the guidelines by which sound decisions can be made regarding the city's growth pattern for a twenty-year period.

This plan will be followed by a Public Improvements Program/Capital Improvements Budget which are based upon much of the recommended improvements of this plan.

INTRODUCTION

In 1966, the Community Facilities Summary as a portion of the overall document that also included the Public Improvements Program and Capital Improvements Budget was compled as one of a series of planning elements prepared by the Monroe Planning Board. During the past six years, the city has established a fine record for implementing many of the recommendations for improvements and has begun to grow rapidly and develop new facilities and services. This growth (both population and land area) and new facilities/services has made it necessary to update and revise the Community Facilities Plan during the 1971-72 planning year. This will be followed by the Public Improvements Program/Capital Improvements Budget which will provide a listing of needed public improvements and the subsequent budgeting that will be needed over a twenty-year period.

The term "community facilities" is interpreted to include those functions, services, and conveniences mainly supported by public funds which require extensive capital outlay and a responsible organization for their proper administration. The primary objectives of this Plan are:

1. To provide basic information on the nature, adequacy and the extent of existing facilities and services, including a measure of their present and future adequacy against appropriate standards and principles.

2. To bring together the policies which govern the operation of facilities within Monroe's planning area, taking note of operation efficiency and coordination/relationship with other related services or functions.

3. To emphasize the significant part that good public facilities can have in helping to make Monroe and vicinity a fine place in which to live and do business.

4. To make specific recommendations for the improvement of facilities and services so they will meet the community's needs during the next twenty years.

As the primary purpose of this report is to assemble information and establish guidelines for future planning on the part of the municipal government, more detailed attention is given to those facilities for which the City of Monroe has a major responsibility. However, to achieve the desired level of comprehensiveness necessary for future planning purposes, certain non-city services are evaluated -- the Union Memorial Hospital, for example.

SCOPE

While the community facilities and services afforded Monroe's residents are indeed varied, they have been divided into four major categories for purposes of analysis. These are as follows:

Public Convenience Services. This category includes such services as the City Hall, cemeteries, hospital, and airport. These services provide for the basic convenience and comfort of all residents.

Public Safety Services. Included are the fire and police departments, rescue squad, and civil defense program. The above services are designed for the maximum protection and safety of all residents.

Public Works and Utilities. This category includes water, sewerage, disposal storm sewer, sanitation service, electric and gas systems, street construction and maintenance, and the city garage and equipment. These services provide for the physical safety, convenience, and comfort of all residents.

Social and Cultural Services and Facilities. This category includes such services and facilities as the public school system, parks and recreation programs, library, public housing, etc., that provide for the basic social and cultural conveniences and needs of all residents of the planning area. Although several of these services and facilities are not financed and/or administered by the municipal government, they contribute significantly to the needs of the residents of the planning area.

METHODOLOGY

Obtaining information involved inventories of existing facilities and services offered, statements of the seemingly apparent deficiencies and problems, and listings of recommended actions from the person(s) most directly associated with the service or facility. Where appropriate, information compiled by the Division of Community Services or other agencies was incorporated. In some instances, standards based on relevant state and-or national recommendations were used to measure adequacy of existing services and facilities, but final recommendations were tailored strictly to Monroe.

POPULATION

Practically all analyzations and projections are based on population -- past, present and projected. This is the only logical means by which plans can be reasonably formulated. Without this information, it is impossible to accurately program the construction of facilities necessary to serve the residents in any given area.

Monroe's population has increased at a steady rate since 1900 with one exception -- 1910-1920. The population increased from 2,427 in 1900 to 11,282 in 1970. However, the rate of increase decreased during the last twenty years. The rate of increase was 7.3% from 1950 to 1960 and decreased to 3.7% from 1960 to 1970. This decrease was apparently caused by fewer resident births toward the end of the 1960's, saturation of the housing supply within the city, and outmigration of the working and childbearing age group (20-44). The population projections of the 1966 Community Facilities Plan and recently, several of the population projection mathematical models tended to forecast Monroe's population maintaining the above trends. However, closer analysis of local factors will prove the anticipated population growth to be greater than those using Monroe's 1960 trends. The following are the past, present and future (projected) populations of Monroe, the perimeter area, and Union County. The population projections will be based on local development trends, both current and anticipated, as well as population trends.

Table 1 · Population

Area	1950(1)	1960(2)	1970(3)	1980	1990
Monroe	10,140	10,882	11,282	13,400(4)	15,000(4)
Perimeter Area			2,057*	2,600*(4)	3,200*(4)
Union County	42,034	44,670	54,714	66,000(5)	76,000(5)

(1) 1950 Census (2) 1960 Census (3) 1970 Census
(4) Anticipated by Division of Community Services
(5) Anticipated by U. S. Office of Business Economics and Economic Research Services
* Estimated, 1972
Source: U. S. Census, U. S. Office of Business Economics and Economic Research Services, and Division of Community Services

The selection of the above population projections for 1980 and 1990 are based on the following development and population trends:

1. From January, 1970, to the present, the housing supply has increased significantly and based on current trends and needs will probably continue to do so. For example, since January, 1970, 185 single-family residences have started or have been completed; 50 multi-family residential structures providing 150 housing units have been started or have been completed; and 53 mobile home permits have been issued.

2. The 1970 Census reported 26 mobile homes in Monroe. In December, 1971, a housing conditions (windshield) survey was completed and it revealed 56 mobile homes. Since December, 1971, 15 additional permits have been issued. This indicates that a total of 46 additional mobile homes have been placed within the city since the 1970 census enumeration.

3. Since January, 1970, the construction of at least 42 new businesses have begun or have been completed. This is a good indicator of recent economic development stimulation.

4. Annexations have increased over the last two years -- approximately 10. Most of these include residential subdivisions or apartment developments. Based on the availability of land around the fringe of the city and the desire to have the city's water and sewage disposal services, this trend should continue to bring large numbers of residences and businesses into Monroe.

5. An increasing number of county residents have moved into public housing units in the city and more are on the waiting list for existing or future units. The moderate income county residents will be eligible for the 100 units of low to moderate income subsidized housing that will be opened in the spring of 1972 and 100 additional units over the next two years. This trend has begun since Monroe is the only jurisdiction in the county to encourage and receive low cost housing, with the exception of Marshville's 42 public housing units.

6. The following tables show the population per age group for 1950-1970, and the annual resident births since 1966:

Table 2 Annual Resident Births

Year	Births
1966	263
1967	256
1968	250
1969	193
1970	231
1971	226* (Provisional)

Source: N. C. State Board of Health
Vital Statistics

Table 3	Population by Age Groups		
Age Group	1950	1960	1970
0-4	1,174	1,296	1,026
5-9	948	1,066	1,065
10-14	782	1,110	1,107
15-19	781	850	998
20-24	903	752	850
25-34	1,814	1,528	1,386
35-44	1,432	1,435	1,190
45-54	1,034	1,146	1,417
55-64	693	895	1,036
65+	579	804	1,047

Source: U. S. Census, 1970

7. In Table 3, the difference in population in the three age groups from 20-44 between 1950 and 1960 indicate an outmigration of working and childbearing age residents. This was the predominant trend in the 1960's, along with the decrease in the birth rate as shown in the difference in the 0-4 age group from 1960 to 1970. The mathematical models for population projections in the mid-1960's, and recently, may have based their calculations on the above trends too heavily. This results in projections that would tend to be smaller than would actually be anticipated from development and population trends since 1970.

The leveling off of the effect of the decrease in annual births in the late 1960's and the increase in the 15-19 and 20-24 age groups from 1960 to 1970 illustrate the inmigration or the retention of children or young parents (20-24) who once may have left Monroe. Table 2 shows an increase in the number of annual births when the actual rate may be decreasing. This would also verify a tendency of inmigration of to-be-parents.

The 25-44 age groups still show outmigration, but it is felt that the above development trends will steadily level this off. As observed from the last three age groups (45+) the number of elderly residents has increased over the last two decades and will probably continue to do so with the recent trends to provide more services and facilities for this age group.

8. Recent economic development (commercial, residential and recreational) in Monroe and Union County, as well as the commercial and residential overflow from Mecklenburg County have stimulated population growth in Union County to the extent that it had the ninth largest rate of increase (22.5%) from 1960 to 1970 of any county in the state. Many of the same factors stimulating growth in the late 1960's and early 1970's will continue into the 1970 and 1980's along with additional availability of utilities and other community facilities. These trends would appear to verify the U. S. Office of Business Economics and Economic Research Services' projection for Union County.

PLANNING AREA

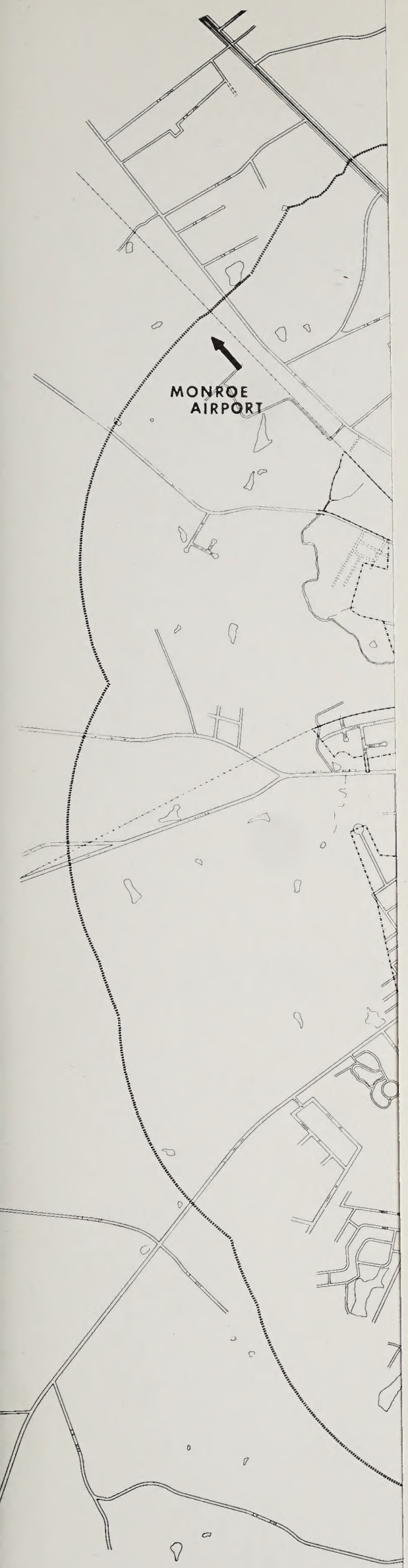
The Monroe planning area used in this plan is defined as the City of Monroe and its extraterritorial jurisdiction, or one-mile perimeter area. Monroe uses the perimeter area to exercise some of its police powers (zoning and subdivision regulations) to regulate development and land uses in close proximity to its boundaries as well as being subject to possible annexation. Monroe also extends water and electric service to the perimeter area. Although Monroe does not have the authority (in most cases) and/or the ability to extend community services or construct community facilities in the perimeter area, the city should plan for community services and facilities in this area in anticipation of annexation, or should do so in anticipation of a mutual agreement with the county for certain services or facilities that are needed in this area. (Text reference has been made to planning for various community services and facilities for the perimeter area in both the city and the county's administrative jurisdiction; however, in some community facilities there was either no need to discuss the perimeter area or there was no data available to do so.)

LOW-INCOME NEIGHBORHOODS

Reference has been made in general to extending city services or facilities to various low-income neighborhoods within the city. These neighborhoods have been observed and delineated through the 1965 Neighborhood Analysis and recent field observations. The Neighborhood Analysis described the various socio-economic blighting factors in eleven general study areas, and with a specific housing and land use survey described defined neighborhoods with physical blight. Under the assumption that low-income family characteristics reflect on a family's ability to subsist on the minimum required facilities and ability to maintain these facilities, certain areas were described as low-income or blighted neighborhoods -- based on both general and specific blighting factors (diseases, fire calls, major crimes, public assistance, and housing condition). Such locations as the entire general area of Winchester Avenue from the Skyway to Morgan Mill Road, the Kerr and East Streets neighborhood, the Hudson-Maurice-Curtis Streets area, and the Johnston-Windsor-Bickett-Efort Streets area are examples set forth. (The recent housing condition (windshield) survey and other field observations substantiate these findings seven years hence, although portions of several areas have been or will soon be redeveloped and families relocated in standard housing.)

LEGEND

1	City Hall and Police-Fire Stations
2	Site of Proposed City Hall-Police-Fire Department Complex
3	Union County Court House
4	Public Housing Sites
5	West Monroe Park
6	Benton Heights Elementary School
7	Jaycees Park
8	Winchester Neighborhood Facilities Center
9	Existing (Crow Street) Water Filter Plant and Storage Facility
10	Union County Library
11	Walter Bickett Elementary School and Stadium
12	Hodge School Property
13	Sunset Park
14	Sunset Cemetery
15	East Elementary School
16	Union Memorial Hospital
17	Piedmont Mental Health Complex
18	Fire Substation
19	Monroe Middle Grade and High School
20	Union County-Monroe School for Trainable Retarded Children
21	Sutton Park
22	Site of Proposed Garage-Warehouse-Public Utility Facility
23	Waste Treatment Plant
24	Hillcrest Cemetery
25	Existing (Curtis Street) Storage Facility
26	Monroe Country Club
27	Creft Park


MONROE
AIRPORT

LEGEND

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CITY OF
MONROE
NORTH CAROLINA
EXISTING AND PROPOSED
COMMUNITY FACILITIES
MONROE AIRPORT
STEWART LAKE WATER FILTER PLANT
F
P
LEGEND
EXISTING
PROPOSED / POSSIBLE
P – PARK SITES
F – FIRE SUBSTATION SITES

MAP-1

PUBLIC CONVENIENCE SERVICES

CITY HALL

City Hall is located at the corner of Hayne and W. Jefferson Streets in the central business district. The location is accessible to several major streets and provides close proximity to private and administrative professionals, the county government, and Monroe citizens shopping or working downtown.

The older building of the City Hall was constructed in the 1860's, possibly being one of the oldest buildings in Monroe. Although this building has been kept in good condition, it is entirely inadequate for the increasing amount of services the city's administrative offices must provide for a progressive and growing city. The office and storage spaces are entirely too small; the meeting room (Board Room) is also too small and lacks flexibility; the building cannot be further expanded; although historical in nature, the building has an archaic appearance that does not match the image of the services that come from it; and the site has a dire need for more parking spaces for both citizens and employees. The city utilities and engineering offices are located in the adjoining building of moderate age and good condition. The city occupied it in 1951 for a gas and electric display facility and renovated it for offices in 1965. This site also has expansion and parking inadequacies.

The city administrative offices include 16 full-time employees who work in the following specific offices: City Manager, City Clerk, Assistant City Manager/Personnel Director, Billing Department, Building Inspector/Zoning Administrator, Engineering Department, Water Department, Gas Department, Electric Department.

Additional personnel are being planned for, i.e., engineer, Public Utilities Director, Public Works Director, and a purchasing agent. It is recommended that a planner be hired to coordinate the city's planning and zoning activities and additional building inspection personnel be hired in view of the additional demand created by the minimum housing codes and a concentrated code enforcement program. This should be done as soon as possible.

The city's administration is making plans for a new City Hall-Police-Fire Department complex at the northwest corner of Crowell and Hayne Streets at the old recreation center site. This sorely needed facility will have office space for all the above administrative offices, except for the engineering and utilities departments which will remain in their present building or be transferred to the proposed garage-warehouse-public utility facility. The plans include space for an office for the Mayor and should include facilities for a "flexible" city meeting room. The entire Governmental Center Renewal Project will provide ample parking facilities at this site and adjoining lots.

The construction will take 18 months to two years for completion and occupancy -- which means more time spent in the presently inadequate complex. It is recommended that portions of the old recreation center site, areas adjoining the new County Court House, and other nearby lots designated for city parking be developed as such as soon as possible. The parking inconvenience for customers and employees is unbearable. It is also suggested that the older portion of the City Hall, along with the Police-Fire Station, be renovated to present a clean, fresh appearance and be made comfortable. This is essential to not only the employees' morale and the city government's image, but also to City Hall's commitment to a better community appearance.

The following is a list of the major equipment:

1968 Pontiac Catalina (City Manager)
1969 Plymouth Fury II (Ass't. Manager)
1967 Ford Station Wagon (City Engineer)
1969 Plymouth Fury II (Safety Director)
1967 Chevrolet pickup (Humane Officer)

It is recommended that the 1968 Pontiac Catalina, 1967 Ford station wagon and 1967 Chevrolet pickup be replaced within the next two years. The two 1969 Plymouth Fury II's should be replaced within four years. These items should be maintained and replaced through an official maintenance and replacement policy. In addition, the purchase of an accounting machine should be made within the 1972-73 fiscal year.

Recommendations

1. That the city continue its progress in the construction of the proposed City Hall-Police-Fire Department complex.

2. That additional parking facilities be made available as soon as possible.

3. That the older portion of the City Hall be renovated within reason to present a better image and comfort for Monroe's citizens and employees.

4. That a planner and additional building inspection personnel be hired. However, it is cautioned that the hiring of the planner and building inspection personnel should be coordinated or consolidated with the activities and organization of Union County and the Monroe Housing and Redevelopment Commissions.

5. That the 1968 Pontiac Catalina, 1967 Ford station wagon, and 1967 Chevrolet pickup be replaced within the next two years. That the two 1969 Fury II's be replaced within four years.

6. Since the older portion of City Hall has been designed as a historical landmark, efforts should be made to preserve it as such at this site.

CEMETERIES

The City of Monroe owns and administers two cemeteries. Sunset Cemetery, established in 1908, contains about 30 acres , and 90-95% of the plots have been sold. Hillcrest Cemetery, established in 1945, contains about 20 acres, and 50% of the lots have been sold. These cemeteries will probably be fully utilized within the next ten years.

Since the trend in recent years has been to purchase burial plots in private cemeteries, it is recommended that the city not expand its present cemeteries nor develop any new ones. Furthermore, perpetual care agreements result in a future continuing expense with no source of financial support other than tax revenues after such a facility can no longer be expanded.

HOSPITAL

In 1953, Union Memorial Hospital took over medical-related services from the Ellen Fitzgerald Hospital, founded in Monroe in the early 1900's. The Union Memorial Hospital is situated on a 39-acre site located in a triangle formed by US 74, East Franklin Street, and Fincher Street. The hospital serves all of Union County and has fairly good accessibility. The site is adequate for the present and envisioned future facilities. However, parking facilities are inadequate and it is recommended that additional parking spaces be provided for the present and future facilities.

The hospital accepted its first patients in March, 1953, having a capacity of 100 beds. In 1956, a third floor was added to one of the wings to bring the total beds to 125. In 1965, the George Smith Convalescent Unit was built to provide 66 beds for chronic and convalescent patients. At present, the hospital functions with a total of 195 beds.

It is generally accepted that four beds per 1,000 population is adequate. With a 1970 county population of 54,714, Union Memorial would be expected to have 220 beds. In 1990, given a projected county population of 76,000, the hospital would be expected to have 304 beds.

However, this need would depend on the influx of Union County patients to Mecklenburg County medical facilities. It is recommended that the hospital administrators and Board of Trustees, in planning for the need of additional beds by 1990 consult the Hospital Bed Need Study (Mecklenburg and Union Counties) done by the Health and Hospital Council.

The hospital is and has been operating between 80% and 90% occupancy. This is rather high considering the hospital's function as an acute hospital, the inadequacy of supporting facilities, and that most of its beds are in multi-bed rooms. All of the above indicates that the hospital is in dire

need of additional facilities and beds. The Board of Trustees are making plans for adding an entire wing to the main unit. This should provide approximately 60 additional beds and supply a sufficient number of beds for the next ten years. However, an adequate amount of medical and supporting facilities must be available.

Laboratories, emergency rooms, patient rooms, kitchen, laundry, business offices and other facilities are inadequate or not available. The combination of the planned additional wing and the restructuring of the existing wings will provide pediatrics ward, an intensive care unit, expanded Xray and laboratory facilities, additional operating rooms, new kitchen, new laundry, new sterile supply room, additional business office space, and the list goes on. All of the above points out the need for additional medical and supporting facilities before, if not simultaneous to, the additional beds. The pediatrics ward is quite vital to the medical services in Union County.

Recommendations

1. That the city, in updating the thoroughfare plan, give every consideration to the improvement of the accessibility of the hospital from all portions of Union County.

2. That the hospital provide additional parking spaces for the present and future facilities.

3. Upon completion of the immediate proposals for additional supporting facilities and beds, that the Hospital Board of Trustees and administrators begin planning for the hospital needs of 1990 based on patient trends within the region.

MENTAL HEALTH

The Piedmont Mental Health complex established a center on the Union Memorial Hospital site in November, 1970. This center serves Union County residents, although it is part of a two-county organization (with Cabarrus). The main purpose and objective of this center is to provide patient service for all degrees of seriousness in the areas of emotional and thought disorders as well as preventive programs for those who do not have these disorders. There is no limitation on age or other particular characteristics. The center makes use of such techniques as group, individual, and chemical therapy to provide such services as: marriage counseling, hospital after care; drug abuse prevention, crisis intervention (Operation Crossroads), vocational rehabilitation counseling, and various counseling and treatment procedures for emotional problems.

The center presently occupies several rooms in the nurses' residence building and a trailer unit. The staff is made up of a combination of the highly trained director and one consultant, social workers, and clerical personnel. However, there is a need for more space for offices, therapy, and psychological testing; more clerical equipment; facilities for the treatment of patients; and more highly trained staff members.

Recommendations

1. That Monroe and Union County governments advocate for more funds from both the county and state levels to provide the much needed facilities and staff.

AIRPORT

The Monroe Airport was completed in early 1970 to replace the former Shute Municipal Airport and to serve as a satellite airport for Charlotte. The 90-acre site is located south of Sutton Road (SR 1349) which intersects old Charlotte Highway north of Bakers. The policies for this facility are established by a three member Airport Commission and the facility is operated by a licensed administrator and his staff.

The airport provides fuel, hangar and tie-down facilities, parking (airplanes), overnight accommodations (people and planes), maintenance (engine and airframe), flight training, air taxi service, sales and service of new and used airplanes, lunch room and meeting facilities.

The airport has a capacity to handle 60 airplanes, using all the facilities of the field, and is presently working at 75-80% capacity. The field is lighted all night and has a unicom facility (radio), rotating beacon, and an authorized VOR approach capability which makes it an all-weather airport. The paved runway is 4,100 feet long and runs in the general directions of NE/E by SW/W. The runway may be approached in either direction, depending on wind directions and velocity.

The airport, although relatively new, is approaching full capacity and is somewhat limited in the type of aircraft and services it can provide. The following items are necessary for this facility to expand its services and capacity within the next five years: additional taxiways, low frequency beacon, complete parking area and grading for additional ramp space. An additional 1,000 feet runway and an instrument land system will be needed within six to fifteen years.

The airport does not have airport zoning; however, this regulatory device is needed to protect the public investment and the safety of this facility as well as future land uses locating in its rapidly developing vicinity.

Major equipment includes: 1952 International tractor and a 1942 Ford fire truck. Because of the age of these items and the need for adequate fire protection, both of these items should be replaced immediately.

Excluding the airport administrator, there are five full-time employees and four to five part-time employeers.

Recommendations

1. That the airport budget be programmed over the next fifteen years to provide the above additional items/services for this facility to meet any increase in the use of the airport and to allow it to expand its potential capacity/service.

2. The Airport Commission should have a crossrunway designed and located in its plans, then provide for the best means to obtain an option on the land necessary to establish this runway at any time within the next ten to twenty years.

3. That the Airport Commission request for and work with Union County and the Federal Aviation Administration to establish an airport zoning segment to the Union County Zoning Ordinance.

4. That the 1952 International truck and 1942 Ford fire truck be replaced immediately.

PUBLIC SAFETY SERVICES

FIRE DEPARTMENT

An effective firefighting organization is an important asset for a community. Through good fire protection, local officials not only make life and property safer, but lower the costs of operations in businesses as well (because of reduced insurance rates).

Service

The Monroe Fire Department is equipped mainly to offer service to the incorporated area of Monroe, but will answer calls from Union County fire departments through a mutual agreement or will go to institutions on call.

Location

The fire department is housed in two stations: the Police and Fire Station behind City Hall, built in approximately 1862; the other in the relatively new substation built in 1967 at the intersection of Sutherland Avenue and U. S. 74 (See Map 1 showing the location of the two stations, and the proposed location of an additional substation.) While the new substation is an adequate facility, the downtown station is very much inadequate. It is located on a lot that leaves no room for expanding the facility and very little room for the needed parking facilities. The building needs additional space for both police and fire facilities, and the building displays an archaic appearance in the middle of a revitalizing downtown. The city officials are aware of this problem and are in the process of implementing a recommendation made in the 1966 Community Facilities Plan -- plans are being formulated to locate a City Hall-Police-Fire Department Complex at the northwest corner of Crowell and Hayne Streets, just north of the existing police and fire station and east of the new County Court House. This facility will contain cample parking facilities for both visitors and employees. The complex will provide all the needed space for the fire department office, kitchen, indoor training, dormitory, and equipment storage facilities.

Since it will take several years before completion of the new complex, the archaic appearance and spatial inadequacies of the station should be improved both internally and externally. One of the billboards of community pride is the appearance of city property -- particularly the property and buildings that command civic respect as well as being centrally located as a show place to all citizens, visitors and employees. It would be well worth the small investment needed to renovate both the interior and exterior of the present station for the remainder of its utilization. This renovation is also needed for employees' physical needs and morale.

In view of the operating capacity (responsibility to high value areas, accessibility, water flow within the service area, etc.) of the downtown station and the likelihood of annexation to the western half of the city, an additional substation should be located in the vicinity of Sunset Drive-Griffith Road-West Street or Concord Avenue-Secrest Shortcut-Patton Avenue. However, the exact location should be determined by the City Manager and Fire Chief through further detailed analysis of locational factors, water flow, future needs, etc.

Fire Insurance Rating

As reported in the 1966 Community Facilities Plan, Monroe's fire department's insurance remains at NB 6, as of the N. C. Fire Insurance Rating Bureau's inspection of June, 1969. This rating is based on a standard grading schedule that considers the population, physical conditions, and related facilities of a city. It is recommended that the city obtain an aerial ladder truck and subsequent staff to be able to obtain the next best classification -- NB 5. Monroe is scheduled for its next inspection by the Bureau in 1974.

Personnel and Training

Fire Department personnel consists of thirty full-time paid employees (including the Fire Chief and Fire Inspector) and six part-time paid employees. The paid firemen work 24 hours on and 24 hours off. The downtown station operates with nine men on each shift and the substation with five men on each shift. The fire department has twenty volunteers (city employees) who can be called on during emergencies. The department maintains a total of three companies (one pumper plus five men) at both stations. It is recommended that three additional men be hired and that four additional men be hired in conjunction with the purchase of the much needed aerial ladder truck before 1974. These additions will bring the men-per-shift to an ideal 12 at the downtown station and six at the substation. It is also recommended that the city plan to budget for eight to twelve additional men for the new substation that will be needed in six to ten years.

The fire department provides on-site training for shift classes each weekday utilizing such training facilities/equipment as ladder, pump, hose, etc. A practice tower is badly needed. It is recommended that the city budget for the fire department to construct and operate a practice tower. The firemen are sent to the North C rolina Fire College - Drill School and Pump School for training.

Equipment

The following equipment is in operation at the downtown station:

1967 Ford Fairlane (Chief's car)
1926 American LaFrance ladder truck
1966 American LaFrance pumper -- 500 gpm capacity
1970 Ford LaFrance pumper -- 750 gpm capacity
1959 American LaFrance pumper -- 300 gpm capacity at the substation

As indicated in the fire insurance rating, a new aerial ladder truck is needed now. It is recommended that the city budget for an additional pumper to be stationed at the new substation that will be needed in six to ten years. The 1967 Ford Fairlane should be replaced in the 1972-73 fiscal year and the 1959 American LaFrance pumper should be replaced in 1976-1977.

The communication system consists of telephones as the means of calling for fire service. The fire department has two lines with one open at all times. The department utilizes two-way radios on all vehicles, except the 1926 ladder truck. It is recommended that a study be made to determine the need for alarms or call boxes.

Hydrants and Water Supply

The diameter of the water lines in most areas are six to twelve inches; however, there are lines in older residential areas that are two to four inches. Replacement and maintenance of inadequate lines must occur as soon as possible, upon eliminating the burden of constructing improvements for new developments. All new developments should receive a minimum sized line of eight inches.

The city utilizes the standard spacing of hydrants (500 feet in high value areas; 800 feet in other sections) throughout the city. It is recommended that the information on fire flow in all sections of the city be updated.

Presently, the city has the capacity to store 3.1 million gallons which is used normally to meet peak hourly demands for fire fighting purposes, and for other peak water uses in the distribution system. The Stewart Lake facility will make an additional 2 million gallons finished or treated water storage capacity available in the summer of 1973.

General

The department utilizes a full-time Fire Inspection Officer who inspects commercial buildings, schools and medical institutions using the 1970 Fire Prevention Code. The officer also conducts fire prevention activities and campaigns.

The Fire Chief, who is directly responsible to the City Manager and City Council, administers the department's record keeping and training. The Chief has one assistant administrator.

The Fire Department has one major land use problem which presents itself as an accessibility barrier -- railroad crossings. There are several crossings in the city where this problem becomes acute -- Morgan Mill Road crossing, the crossings in the northwest sector of the city on streets running west of Charlotte Avenue, and the Sutherland Avenue crossing. It is recommended that a program be initiated to eliminate traffic hazards and barriers. This might include rerouting of fire equipment, signalization of crossings, etc.

Recommendations

1. That the city continue in its plans to construct the much needed City Hall-Police-Fire Department Complex.

2. That the city make a small investment in renovating the downtown fire station to revitalize its appearance and to make it comfortable for the city's firefighters. The building and the 1962 ladder truck should be considered for historic preservation upon completion/purchase of the new facilities.

3. In view of Monroe's growth in land area and development within the city, the city should begin planning for an additional fire substation. The substation should be located in the western half of the city to alleviate the responsibility of the downtown station. Possible locations would be Sunset Drive-Griffith Road-West Street vicinity or Concord Avenue-Secrest Shortcut-Patton Avenue; however, the exact location should be reserved for more detailed analysis.

4. That the city include fire service as a factor to be considered in any annexation planning (which should be done as soon as possible). The subsequent annexation plans and policies will help determine the need and location of an additional fire substation.

5. That the fire department hire three men immediately and that plans be made to hire an additional four men in conjunction with the purchase of an aerial ladder truck before 1974. Plans for an additional eight to twelve men for an additional substation in six to ten years should be formulated.

6. That the Fire Department construct and operate a practice tower.

7. That the Fire Department purchase an aerial ladder truck immediately. An additional pumper should be programmed for the new substation. The 1967 Ford Fairlane should be replaced in 1972-1973, and the 1959 American LaFrance pumper should be replaced in 1976-1977.

8. That the department prepare a study to be made on the need for an alarm box system.

9. That the city replace and repair inadequate water lines in existing/older developments within the city.

10. That information on the fire flow in all sections of the city be updated.

11. That a study of traffic hazards and barriers be made and implementation of a plan to eliminate such problems be effectuated.

POLICE DEPARTMENT

The Police Department of Monroe provides the very important function of law enforcement within the city. The department patrols a one-mile perimeter in cases of pursuit of alleged criminals, and they will answer calls by the Sheriff's Department or citizens in the county under an informal mutual agreement and with consent from city officials. A formal mutual agreement with the Sheriff's Department on police protection within the other's jurisdiction should be established.

Location

Accepted standards dictate that a police department should be located adjacent to the central business district on a site which has room to expand. The station should be situated on a major thoroughfare for ease of access and unimpaired movement.

The Police Department of Monroe is located in the Police-Fire station on the southwest corner of Crowell and Hayne Streets behind the City Hall -- which is located in the central business district. There is no room for expansion at the present site; however, this problem should be relieved by the construction of the new City Hall-Police-Fire Departments Complex. Both the existing and the proposed sites are on and near thoroughfares with access in any direction; however, traffic movement onto Hayne Street is somewhat hazardous or cumbersome, which is alleviated partly by controlling all downtown signal lights. A study should be made of what precautionary measures should be taken when the new station will be making use of the Hawk Street intersections with Charlotte Avenue and Hayne Street, and an access drive onto Hayne Street. Such measures as a flashing red light triggered from within the station upon the exit of any emergency vehicle could be used.

Headquarters and Jail

The Police Department is presently housed in a structure that was built in 1862. As was stated in the 1966 Community Facilities Plan, the quarters are still antiquated and inadequate. The 1966 Plan recommended consideration of constructing a new station. This recommendation is being fulfilled with the plans to construct the new City Hall-Police-Fire Departments Complex at the northwest corner of Crowell and Hayne Streets. The present structure should be rehabilitated physically and aesthetically, both externally and internally, to make it comfortable and appealing for employees, citizens, and visitors for the remainder of its utilization. It is emphasized that this would be a small investment. It, however, would foster civic pride and employee morale.

The existing parking facilities are extremely inadequate and bothersome to everyone concerned. The Governmental Center Urban Renewal area, which includes the construction of the new County Court House and City Hall-Police-Fire Departments Complex, will allow for ample parking areas for all the facilities.

It is recommended that as the schedule of the availability of each parking area becomes apparent, assign areas temporarily and/or permanently for public employees parking versus those available for the general public in relation to their proximity to public offices (areas scheduled for north of the new County Court House, site of the old jail, site of the old recreation center, as well as the area across Hayne Street from the existing Police-Fire station.)

The Police Department and the Sheriff's Department formerly shared the inadequate jail at Crowell and Stewart Streets. Beginning in the Spring of 1972, they will share a new jail facility in the new County Court House. This facility will consist of 35 cells that are designed to hold 42 men, 8 women, 2 juveniles and 4 persons to be held in isolation. The Department of Corrections reported that this facility has the flexibility to handle various separation situations, good supporting facilities (sick bay, etc.) and enough room for reasonable expansion for the next 15 to 20 years. It is recommended that the two law enforcement agencies draw up written procedures for lock-ups in the event of large scale arrests and/or a large number of prisoners held due to court delays.

Personnel and Training

According to standards suggested by the Federal Bureau of Investigation, there should be one policeman for every 500 persons. Thus, based on Monroe's current population (11,282), the police force should have 23 men.

The police department presently has 25 men, excluding the Chief and two part-time crossing guards. (The present force is larger than that reported and recommended in the 1966 Community Facilities Plan). The force is divided into the following divisions: identification and investigation (four qualified), traffic and parking meters (1), traffic safety (1),

crossing guards (2 part-time), breathalyzer unit (4 qualified), desk sergeants (3 - one for each shift), patrolmen, and administration (Chief). Several of the men who qualify for several of the special divisions double as patrolmen for regular patrols.

Even though the police department meets the requirements of the standard size force based on the population of the city, there can be an insufficient number of men on the force when such factors as size (land area) of the city to be patrolled and patrol time lost due to court time or special duties are considered. These factors figure into the assessment of the efficiency of the police department quite heavily. In light of these factors, it is recommended that the city hire two additional patrolmen to strengthen the second and third shifts.

Using Monroe's projected population of 13,400 by 1980, and 15,000 by 1990, as determinants of the number of policemen required, Monroe would need 27 men by 1980 and 30 men by 1990. However, the above factors should be the final determinants for the necessary number of men to operate efficiently. According to accepted standards, all areas of the town should be patrolled on a regular basis.

The police department works three shifts with nine men on the day shift (8:00 AM to 4:00 PM), 8 men on the evening shift (4:00 PM to 12:00 AM), and 7 men on the night shift (12:00 AM to 8:00 AM). All the men work a 40-hour work week plus court time and special duties. The city is divided into patrol areas which are patrolled every 45 to 60 minutes. High crime areas are patrolled more often on a staggered basis.

Training programs include on-the-job training with rookies assigned to veteran officers for regular duties for a six-month probationary period. Rookies are also sent to basic schools for 12 weeks of training. Veteran officers are periodically sent to schools and receive an update of the latest techniques at the Monroe station. The police department has an adequate supply of minor training equipment; however, major training facilities and outdoor shooting ranges are needed.

The turnover rate is very low and morale appears to be good; however, in order to retain or employ qualified patrolmen, and due to the increased urbanization and its side effects, the patrolmen's pay scale needs to be upgraded. These factors, as well as the general morale of the force, also advocate for merit pay and longevity pay systems within the next ten years. It is recommended that the city continue to apply for a change in the department's retirement program to allow them to be elibible to join the North Carolina Law Enforcement Officers' Benefit and Retirement System.

Equipment and Communication

The 1966 Community Facilities Plan reported that the police department had four cars and one three-wheel motorcycle. Since that time, the police department has upgraded their major equipment to include one 1971 Ford Custom and six 1972 Ford Custom patrol cars. The seven cars allow the department to maintain a preventive maintenance program to permit having two cars in the shop and not affect their patrolling routine. The city is planning to replace well used vehicles on an annual basis, but the preventive maintenance program will leave the police department with the flexibility of a bi-annual replacement system.

The personal equipment, weapons, and other minor equipment are adequate based on FBI standards.

The police department's communication system includes: a normal phone system for private citizens to call in; two-way radios in the patrol cars; walkie-talkies; alarm systems for those businesses who want them; and a bell system in four locations in the central business district for patrolmen's calls. It is recommended that a study be made of both the necessary and the feasibility of placing call boxes in high value districts. The communication system (phones and radios) is maintained 24 hours daily, and the police department handles the Sheriff's Department communication from 5:00 PM to 8:00 AM. However, upon completion of the new County Court House, communications for both law enforcement departments will be combined in this complex under the Sheriff's department. Also, the police information input terminal will be moved from the police station to the new County Court House under the above arrangement.

Traffic Accident Trends

Traffic accidents are the department's most frequent and serious problem. The following indicators illustrate the trend over the last three years:

	1969	1970	1971
Accidents	436	398	463
Injuries	142	114	208
Fatalities	4	1	1
Property damage:	$222,100	195,700	243,200

Property damage, the number of accidents and injuries rose to new high totals for Monroe in 1971 after a lull in 1970. The following is a list of selected high accident intersections showing the number of accidents of the last three years:

	1969	1970	1971
Sunset ¢ Hayne	2	3	3
Charlotte & Engleside	3	2	3
Secrest Shortcut & Boulevard	4	6	12
Stafford & Boulevard	6	10	12
Walkup & Boulevard	16	15	15
Morgan Mill & Boulevard	11	8	11
Hilltop	8	10	12
Skyway & Lydia	8	10	14
Skyway & King	5	5	3

The high accident streets are Hayne, Skyway, Charlotte Avenue, Sunset Drive, Franklin and Roosevelt Boulevard, which rose from 17.4% in 1969 to 31.7% in 1971.

Although the causes of the accidents are listed as faulty driving on the part of drivers, sometimes the physical layout of the intersection (visibility around corners, angle of intersection, morning or evening sun, timing of the signal lights, etc.) may encourage accidents.

It is recommended that the police department, along with the street department, Traffic and Parking Authority, and other pertinent officials make a study of traffic problems and design a plan of action to be implemented. It is recommended that the city obtain the services of the State Highway Commission's TOPICS (Traffic Operational Program to Increase Capacity and Safety) program, which could fulfill the above and street recommendations.

In addition, the following street corners should be studied for possible sight obstructions:

-- Johnson and Icemorlee Streets
-- Elizabeth Avenue and Franklin Street
-- West Park Drive and Franklin Street
-- N. C. 200 and Hayne Street

Administration

The Chief administers all departmental affairs and duties. The department has an adequate number of qualified officers for administration purposes. The major enforcement problems in Monroe are: domestic problems and accident investigations (in terms of staff time consumption); the court system being bogged down, which reflects on police court time; and an attitudinal problem within the general public in being willing to be witnesses which reflects on police investigation time.

Since the Monroe Police Department and the Sheriff's Department share the same general objectives, techniques, equipment, etc., in law enforcement, the only differences are the clientele/area being served. This constitutes a duplication of equipment, personnel, facilities, and

services and thus a waste of taxpayers' money. It is recommended that the City of Monroe and Union County appoint a committee to study the necessity and feasibility of consolidating the law enforcement services of both jurisdictions.

Recommendations

1. That the Monroe Police Department and the Sheriff's Department establish a formal mutual agreement on providing police protection within respective jurisdictions.

2. That the police and street departments study what precautionary measures should be made available for emergency vehicles to obtain safe and effective access to Hayne Street and Charlotte Avenue.

3. That the City Manager, Redevelopment Commission and county officials should plan and implement a schedule of providing parking facilities (both permanent and temporary) in conjunction with the demolition and construction of structures in the Renewal area and the need of both public and employee spaces.

4. That the Monroe Police and Sheriff's Departments formulate written procedures for lock-ups in the event of large scale arrests and/or a large number of prisoners held up due to court delays.

5. That the city provide additional funds to hire two additional patrolmen as soon as practical. That the city make plans to upgrade the force (using population projections, additional development, and patrol time lost) to 30 to 33 men by 1980, and to 39-42 men by 1990.

6. That the city provide funding for major training facilities and outdoor shooting ranges.

7. That the city upgrade the police department's pay scale and provide for merit pay and longevity pay systems (within the next ten years).

8. That the city continue its efforts to apply for a change in the police department's retirement program to allow its members to be eligible to join the North Carolina Law Enforcement Officers' Benefit and Retirement System.

9. That the city replace three 1972 Ford Custom patrol cars in 1973-1974 fiscal year, and the remaining three in 1974-1975 fiscal year.

10. That the police department, together with the street department, traffic and parking authority, and other officials, make a study of high accident intersections and other traffic problems and design a plan of action to be implemented in alleviating any such problems. In addition, the city should obtain the services of TOPICS to study and design traffic capacity and safety recommendations.

11. That the Monroe and Union County appoint a committee to study the necessity and feasibility of consolidating the law enforcement services of both jurisdictions.

RESCUE SQUAD

The Monroe-Union County Rescue Squad, which was strictly a city operation from 1958 to 1955, was reorganized in 1966 to serve the entire county for any emergency rescue operation. Since local funeral homes found it to be unprofitable and decided to terminate the ambulance service, this operation is the only ambulance service in either the cit or county and will answer any call for a $15 fee. Union County contributes five-sevenths of the squad's budget, and the city contributes two-sevenths of the budget, as well as the men and equipment. This arrangement has proven to be satisfactory.

The Rescue Squad consists of four units (one truck and 2 men) of which three units are located at the downtown fire station and one unit is located at the fire substation (Sutherland and US 64). Both of these locations are adequate in respect to roadways leading to any part of the city. The main equipment includes one 1966 Ford club wagon and three 1970 Ford club wagons along with an adequate amount of lifesaving equipment. The 1964 Falcon ambulance that was reported in 1966 was replaced. The entire staff of 30 full-time firemen (city) is qualified to man a rescue unit. Two men at each station operate a rescue unit each day with at least two additional men on standby.

The Rescue Squad stationed at the downtown station suffers the same spatial and parking inadequacies as the fire department. These problems will also be remedied by the construction of the City Hall-Police-Fire Department Complex and related parking facilities.

Informal training is given at the fire stations for first aid and rescue operations. These classes are equipped with manuals, films, and are conducted by experts. Several of the men are conducting an educational program in the community by speaking and showing films in schools and teaching first aid in various communities throughout the county. The

formal training has been limited and thus the men should be sent to the N. C. Department of Insurance Rescue College or other recognized schools.

Recommendations

1. That the 1966 and one 1970 Ford club wagons be replaced in 1972-1973. The remaining two 1970 Ford club wagons should be replaced -- one each in 1973-74 and 1974-75 fiscal years.

2. In light of a similar recommendation for the fire department, the Police-Fire station in downtown Monroe should be rehabilitated within reason to make it physically and aesthetically more comfortable for the duration of its existence.

3. That the firemen involved in the Rescue operation be sent to the N. C. Department of Insurance Rescue College or an equally recognized school for further formal training.

CIVIL DEFENSE

Civil Defense was organized in Union County in 1955 and was under a joint administration with the City of Monroe participating until several years ago. Presently, Union County has sole responsibility for administering the Civil Defense program in the county.

According to acceptable standards, countywide civil defense programs should warrant a full-time civil defense director/training officer and should operate from an established Emergency Operating Center. Union County presently has an acting director and a fulltime secretary assigned to this program. A headquarters will be established in the new County Court House, utilizing an excellent new communications system. It is recommended that the City of Monroe participate in the hiring of a full-time director/training officer and the hiring and acquiring of necessary staff, materials and equipment to qualify the existing headquarters for official Emergency Operating Center status.

The County's program does not hold regular meetings or training sessions. It is recommended that, upon hiring of a fulltime director/training officer, regular meetings and training sessions be established to train fallout shelter managers and that the Monroe and county fire and police personnel participate.

Thirteen fallout shelters have been designated throughout the county, of which half are stocked with survival supplies and radiological monitoring equipment. The city has several designated fallout shelters throughout the city that were equipped with supplies during its participation in the program. It is recommended that upon participating in the program again, the city assess the adequacy of the number and location of designated fallout shelters and their supplies and equipment. The following is a list of major equipment used for civil defense purposes within the county.

5	2½ ton cargo trucks	1	5 ton tractor truck
4	3/4 ton cargo trucks	1	2½ ton platform truck
2	3/4 ton ambulance trucks	1	1½ ton water trailer
1	2½ ton tractor truck	1	Fire pump
1	2,000 gallon fuel truck	1	5 KW generator set
1	1/4 ton cargo trailer		Light reflectors
	Communication system with access to auxiliary power		

It is recommended that upon participating in the program, the city participate in the stocking of major equipment in conjunction with its fire stations, city garage, and other locations using city equipment and equipment through civil defense purchasing procedures.

Recommendations

1. That the city participate in the civil defense program with Union County.

2. That the city participate with Union County in the hiring of a full-time civil defense director/training officer and the hiring and acquiring of any necessary staff, materials and equipment to qualify the headquarters at the new County Court House as an Emergency Operating Center.

3. That the Monroe and county fire, police and other involved personnel participate in the regular meetings and training sessions once they are established.

4. That the city assess and update the adequacy of the number and location of designated fallout shelters and their supplies and equipment,

5. That the city participate in the stocking of major equipment necessary for the program in conjunction with its fire stations, city garage, or other possible locations using city equipment and/or equipment through civil defense purchasing procedures.

PUBLIC WORKS AND UTILITIES

WATER SYSTEM

The importance of a good water system cannot be overemphasized. The resultant problems of a poor system are inadequate supply and insufficient pressure. It is mandatory that Monroe maintain a good water system for the benefit of its citizens, and a good system can be a determining factor in the locational decisions of commerce, industry, and residential development.

Monroe's water system is municipally owned and operated. The city presently obtains its water from Lake Lee and Lake Monroe which have a combined raw water storage capacity of 700 million gallons. Monroe is constructing a new raw water impoundment and treatment facility, Stewart Lake, which will be completed by the summer of 1973 and will hold 1.7 billion gallons of raw water. Lake Lee and Lake Monroe will subsequently become sources for emergency raw water supplies. The city has five other elevated or clearwell storage facilities: a 167,000 gallon elevated tank on McCauley Street, a 520,000 gallon elevated tank on West Street, a 500,000 gallon elevated tank in the Camp Sutton area, a 1 million gallon elevated tank on Patton Avenue, and a 940,000 gallon finished water clear well at the existing filter plant on Crow Street. The new filter plant at Stewart Lake will have the ground storage capacity of two million gallons.

Monroe's existing water treatment (filter) plant was constructed in 1927 and is located at Crow and McCauley Streets. The plant has the capacity to process three million gallons per day, although 3.5 million gallons per day is being serviced through the maximum use of pumps and overhead storage tanks. The plant cannot expand to meet the needs of Monroe and surrounding areas. This help to prompt the construction of the Stewart Lake facilities which will have a filtering plant that will be able to process up to 9 million gallons per day. Upon completion of the Stewart Lake filter plant and water impoundment, the existing filter plant will be used only for finished water clearwell storage and as a pumping station.

The distribution system is extended throughout the city, and extension beyond the city limits is limited to requests, who must pay costs and double rates. The areas served and the proposed service areas are shown on the Water System map. Serving all existing areas within the city remains the department's top priority. The construction and maintenance portion of the department had been burdened by the subdivision water and sewage improvement policy in which the city paid one-third of the cost of the improvements and in many cases did the actual work in installing them. When this was combined with contemporary development methods of developing large subdivisions (25 or more) at one time, it placed a large burden on the department's men, equipment, time and the city's funds. The subdivision water and sewage improvement

policy was recently reviewed and updated to provide ample opportunities of improvements but on less generous terms. It is recommended that the department begin a top priority program for maintenance of existing (older) lines in all areas, particularly residential areas, within the city.

At the present, the distribution system requires only one pump (lift) station and an additional one will be added at the Stewart Lake facility for emergency purposes. As recommended in 1966, many deadend lines and lines under six inches in diameter were eliminated. The construction of the new water plant combined with the existing loop main through the city's distribution system will greatly lessen much of the problem with any remaining lines under eight inches or deadends.

The City of Monroe has made good use of several engineering reports on the water system that have been refined into actual improvement projects.

Water consumption ranges from 2.5 million gallons per day to a peak of 3.5 gallons per day (during the weekdays). Monroe's customers consume nearly peak average per month -- 100 million gallons -- all year around. The absolute peak month will occur during the hot and dry summer months due to residential consumption. As of January, 1972, Monroe served 4,408 customers, of which nearly 89% were residential (3,499 inside the city, 221 outside) and the remainder were commercial (655 inside and 31 outside). The Stewart Lake facility will easily serve the increased demand for water in the Monroe area and will be able to serve most of Union County. The city presently sells finished water to the Town of Wingate and to Sun Valley Water Association.

The city would like to utilize the full potential of the Stewart Lake facility. Therefore, Monroe and Union County officials should discuss and formulate plans for an equitable arrangement for a countywide water distribution system, using the recommendations of the 1972 Union County Water and Sewerage Feasibility Study as a guide.

The water department maintains a 15-member staff. No additional personnel will be needed as a result of the new water facilities. The following is a listing of the major equipment that is shared by the water and sewage personnel:

1969 Plymouth Fury (Supervisor)
1972 Chevrolet pickup (Construction Foreman)
1964 International maintenance truck (Maintenance Foreman)
1962 Dodge pickup
1962 Ford flat bed
1970 International tractor w/backhoe and loader
1958 trailer w/boat and Evinrude motor (filtration plant)
Northwest backhoe
1963 Trojan loader
Joy Air Compressor
Davey air compressor
Thor crawler rock drill
Trailer mounted water pump
Small engine water pumps
1964 Ford pickup (filtration plant)

The city should make provisions for the replacement of the 1969 Plymouth Fury II, 1964 International maintenance truck, 1962 Dodge pick-up, 1963 Trojan loader, 1962 Ford flat bed truck , and the 1964 Ford pickup within the next three years. The International tractor w/backhoe and loader should be replaced in the 1976-77 fiscal year. The remainder should be maintained and replaced through a maintenance and replacement policy.

Recommendations

1. That the city proceed with present expansion plans for the Stewart Lake watershed project.

2. Upon availability of men and equipment, that the department establish a priority program and proceed on a general maintenance program of existing water lines (adequacy for fire protection, breakage, deadends, etc.).

3. That Union County and Monroe officials discuss and formulate plans for an equitable arrangement for a countywide water distribution system using the 1972 Union County Water and Sewerage Feasibility Study as a guide. The utilization of the full potential of the Stewart Lake facilities will make the countywide distribution system possible.

4. The 1969 Plymouth Fury II, 1964 International maintenance truck, 1962 Dodge pickup, 1963 Trojan loader, 1962 Ford flat bed truck, and the 1964 Ford pickup should be replaced within the next three years. The 1970 International tractor should be replaced in the 1976-77 fiscal year. The remainder of the equipment should be maintained and replaced through a maintenance and replacement policy.

The following is a list of improvements needed to upgrade the water distribution within the city:

1.	Sunset Drive from Parker Street to Maurice Street -- 12" line 2100' -------($18,900;)and	
	Church Street from Sunset Drive to Barden Street -- 8" line 500' ------- $1,500	$20,400
2.	Sunset Drive from Charles Street to new Calhoan -- 12" line 1200' -------	$10,800
3.	Green Street from Hayne Street to Maurice Street -- 8" line 2500' -------	$10,000
4.	Maurice Street from Sunset Drive to Austin Street -- 8"line 2400' -------	$ 9,600
5.	Morgan Mill Road VFW Drive to intersection of N.C. 200 and Olive Branch Road -- 12" line, 4600'	$41,400

6.	Second Street from Roosevelt Boulevard to Winchester Avenue, Fairley Street from Second Street to Morgan Mill Road, Massey Street from English Street to First Street, and English Street from Jerome Street to Massey Street, 8" lines ----- 4300' (17,200); and Roosevelt Boulevard from Bearskin Creek to near Morgan Mill Road, 8" line ------ 1800' ($7,200)	$24,400
7.	Sunset Drive from Lakeview Drive to Franklin Street, 12" line -- 1500' ($13,500); convert 16" raw water line to finished water line -- $5,000	$18,500
8.	Charlotte Avenue-Patton Avenue from Seymour Street to near Sells Street, 8" line ------ 2400'	$ 9,600
9.	Additional fire protection for the area of Church Street-Windsor Street-Hough Street-Houston and Everette Streets	$18,000
10.	Forest Hills Drive from Griffith Road to Arden Drive, 8" line ---- 4200'	$16,800
11.	Crowell and McCarter Streets from Franklin Street to West Street, 12" line ---- 1150'	$10,000

The following is a list of areas that are developing or will develop during the 20-year planning period. These urbanizing areas should be afforded access to the water system as soon as it is feasible. (For those areas within the city's fringe area, refer to the Water System map.)

1. Within the city's fringe (planning) area:

   That area north of the city limits along the west side of old US 601 and also bounded by old US 601 and US 601.

   That area west and south of Plyler Lake and also along East Avenue north of the city limits.

   That area north of the city limits and bounded by Stafford Street extended (SR 1624) and Morgan Mills Road (NC 200) to VFW Road (within the city).

   That area north of the city limits and generally bounded by Morgan Mill Road (NC 200), Olive Branch Road (SR 1006), Helms Pond Road (SR 1764), and SR 1765.

   That area southeast of the city limits and bounded by Old Pageland Road (SR 1941), old US 64, US 601 South, and US 74.

TO SUN VALL

6.	Second Street from Roosevelt Boulevard to Winchester Avenue, Fairley Street from Second Street to Morgan Mill Road, Massey Street from English Street to First Street, and English Street from Jerome Street to Massey Street, 8" lines ----- 4300' (17,200); and Roosevelt Boulevard from Bearskin Creek to near Morgan Mill Road, 8" line ------ 1800' ($7,200)	$24,400
7.	Sunset Drive from Lakeview Drive to Franklin Street, 12" line -- 1500' ($13,500); convert 16" raw water line to finished water line -- $5,000	$18,500
8.	Charlotte Avenue-Patton Avenue from Seymour Street to near Sells Street, 8" line ------ 2400'	$ 9,600
9.	Additional fire protection for the area of Church Street-Windsor Street-Hough Street-Houston and Everette Streets	$18,000
10.	Forest Hills Drive from Griffith Road to Arden Drive, 8" line ---- 4200'	$16,800
11.	Crowell and McCarter Streets from Franklin Street to West Street, 12" line ---- 1150'	$10,000

The following is a list of areas that are developing or will develop during the 20-year planning period. These urbanizing areas should be afforded access to the water system as soon as it is feasible. (For those areas within the city's fringe area, refer to the Water System map.)

1. Within the city's fringe (planning) area:

That area north of the city limits along the west side of old US 601 and also bounded by old US 601 and US 601.

That area west and south of Plyler Lake and also along East Avenue north of the city limits.

That area north of the city limits and bounded by Stafford Street extended (SR 1624) and Morgan Mills Road (NC 200) to VFW Road (within the city).

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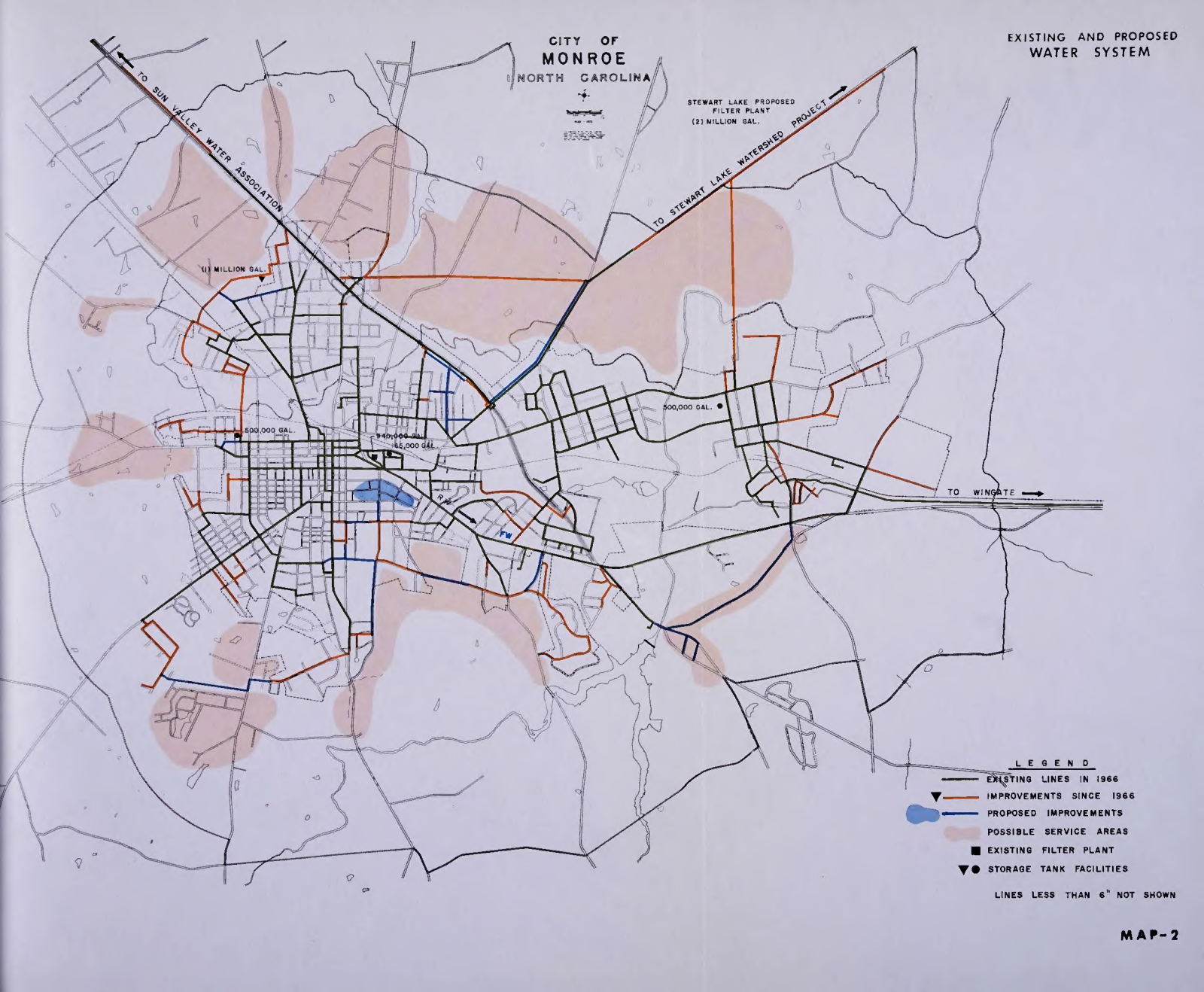
CITY OF
MONROE
NORTH CAROLINA
EXISTING AND PROPOSED
WATER SYSTEM
TO SUN VALLEY WATER ASSOCIATION
(1) MILLION GAL.
STEWART LAKE PROPOSED
FILTER PLANT
(2) MILLION GAL.
TO STEWART LAKE WATERSHED PROJECT
500,000 GAL.
500,000 GAL.
940,000 GAL.
65,000 GAL.
TO WINGATE
RW
FW
LEGEND
EXISTING LINES IN 1966
IMPROVEMENTS SINCE 1966
PROPOSED IMPROVEMENTS
POSSIBLE SERVICE AREAS
EXISTING FILTER PLANT
STORAGE TANK FACILITIES
LINES LESS THAN 6" NOT SHOWN
MAP-2

That area just south of the city limits and bounded by Medlin Road (SR 2102), and Hayes Street extended (NC 207).

That area southwest of the city limits along Griffith Road to just south of the Forest Hills Drive subdivisions.

That area surrounding NC 75 westward to SR 1176.

That area surrounding NC 84 westward to SR 1160.

That area surrounding Gold Mine Road (SR 1162) westward to the Terrace Drive subdivision.

That area northwest of the city limits and bounded by old Charlotte Avenue (SR 1009), Williams Road (SR 1168-1169), and US 74.

2. Outside Monroe's planning area in conjunction with a possible county-wide water system:

An additional main line to Wingate.
A main line along Whites Store Road (SR 1003).
A main line along US 601 South.
A main line along NC 207.
A main line along Griffith Road (SR 2139).
A main line along NC 200 South.
A main line along NC 75 to Mineral Springs and Wachaw.
A main line along NC 84.
A main line along Gold Mine Road (SR 1162).
Additional lines to the Indian Trail area.
A main line along Secrest Shortcut Road (SR 1501).
A main line along US 60 north to the Unionville, Benton Crossroads, and Fairview communities.
A main line along New Salem Road (SR 1627) to the Ento community.
A main line along Olive Branch Road (SR 1006) to the Fairfield, Hamilton Crossroads, and Olive Branch communities.

SEWERAGE SYSTEM

In any community, domestic and industrial wastes must be disposed of in a manner that will prevent water pollution, health hazards, and environmental nuisances.

Monroe maintains one sewage treatment plant located on a 55-acre tract of land on Walkup Avenue near Richardson's Creek (see map). Constructed in 1966 to upgrade the sewage system (replacing two treatment plants), the plant utilizes the extended aeration method to process a normal demand of 3 million gallons per day. Presently, the plant only has the capacity to process 3 million gallons per day, but will be expanded to 4 million gallons per day this summmer and to 6 million gallons per day in five years. Given the amount of site acreage and outfall lines available, the plant can expand to a capacity of 15 million gallons per day. As reported in the 1966 Community Facilities Plan, this plant will suffice for many years.

The collection system is basically adequate with more than ample number of outfall lines. Also, reliance on pumping stations is to be reduced from three stations to one station in the near future. However, there are several problems confronting the collection system: a few lines of under 8" in diameter still exist; surface water is infiltrating some portions of the system; and general maintenance of the entire system has been difficult to keep up with. These and other problems have resulted from the burden placed on the department by contemporary developing procedures and Monroe's former subdivision water and sewer improvement policy. This policy has been reviewed and updated to provide ample opportunities for improvements but on less generous terms.

All of Monroe is served by the system. The area served and proposed service areas are shown on the following map. Presently, the department's policy is to serve and maintain all of Monroe as first priority. There are four areas in the city (Coakley Street area, South Maurice-Church Streets area, East and Scott Streets area, and Bury Street-Bivens Road area) that are not served by the city's system and are hindered from doing so by various problems. It is recommended that these areas (particularly the first three with residences) be placed as several of the top priorities in the work to be done within the next two years.

Industrial wastes do pose some problem in pretreatment of such waste at the treatment plant -- particularly those wastes derived from food and dyeing processes. However, when such waste exceeds a prescribed limit, a surcharge is levied to account for the additional treatment. This is one of the few such surcharges in the state and has worked very satisfactorily.

Monroe has ten personnel assigned to the system for construction and maintenance (8) and manning the waste treatment plant (2). Since the water and sewage systems construction and maintenance crews are consolidated, major equipment is listed under the water system. Not mentioned on the construction and maintenance equipment list is the 1965 Ford pickup used at the waste treatment plant. This should be replaced in 1973-74.

Recommendations

1. That the city pursue its plans on expanding the waste treatment plant's aeration basins to facilitate a capacity of 4 million gallons per day by this summer and 6 million gallons per day in five years.

2. Upon the availability of personnel and equipment, the department should implement a program to rid the collection system of lines under 8" in diameter, surface water infiltration, and to begin a general maintenance program of all existing lines.

3. That the three residential areas not served by the collection system be pursued as several of the top priority projects during the next two years. The fourth area should be done when feasible.

4. That an update on the engineering study of the sewage system be performed within six years.

6. That the city make provisions to draw up an annexation plan or policies to plan for extension of public utilities and services into the fringe areas in a rational manner.

The following is a list of improvements needed to upgrade the sewage collection system within the city limits:

1.	South side of Bearskin Creek near Roosevelt Boulevard, 8" line ---- 700'	$4,200
2.	South side of Roosevelt Boulevard from East Avenue to near Concord Avenue; East Avenue from Roosevelt Boulevard to Secrest Shortcut; Viena Street from East Avenue to Kerr Street; and Scott and Kerr Streets from East Avenue to Concord Avenue, 8" line ----3400'	$20,400
3.	Parker Street from near Bay Street to near Hayne Street, 8" line -- 1800'	$ 9,000
4.	Hayne Street from near Penn Street to Culpepper Street, 8" line ---- 1500'	$ 7,500
5.	Eastview Circle and Richardson Creek from Alda Drive to Richardson Street extended to the creek, 8" line ---- 1000'	$ 7,000

6.	Line extended Sunset Drive south to Culpepper and Hayne Streets, 12" line ------ 2500'	$24,000
7.	Coakley and Saco Streets from Norman Street to Saco Street, 8" line ------ 1500'	$ 9,000
8.	Line extended from Sutherland Avenue and Quarry Road east to the east side of Richardson Creek, 8" line -------- 3900'	$50,000

The following is a list of areas within the city's planning area that are developing or will develop during the twenty year planning period. These urbanizing areas should be afforded access to the sewer system as soon as feasible and coordinated with annexation policies (see Sewerage System map):

That area north of the city limits along the west side of Old US 601 and also bounded by old US 501 and US 601.

That area west and south of Plyler Lake and also along East Avenue north of the city limits.

That area north of the city limits and bounded by Stafford Street extended (SR 1624) and Morgan Mills Road (NC 200).

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That area southeast of the city limits and bounded by Old Pageland Road (SR 1941), old US 64, US 601 South, and US 74.

That area just south of the city limits and bounded by Medlin Road (SR 2102, and Hayne Street extended (NC 207).

That area southwest of the city limits and generally bounded by Hayne Street extended (NC 207), Forest Hills Drive subdivision, and Carmel Village subdivision and Lancaster Road (NC 200).

That area surrounding NC 84 westward to SR 1160.

That area surrounding NC 75 westward to SR 1176.

That area just northwest of the city limits, and bounded by Old Charlotte Avenue (SR 1009), and US 74.

6.	Line extended Sunset Drive south to Culpepper and Hayne Streets, 12" line ------ 2500'	$24,000
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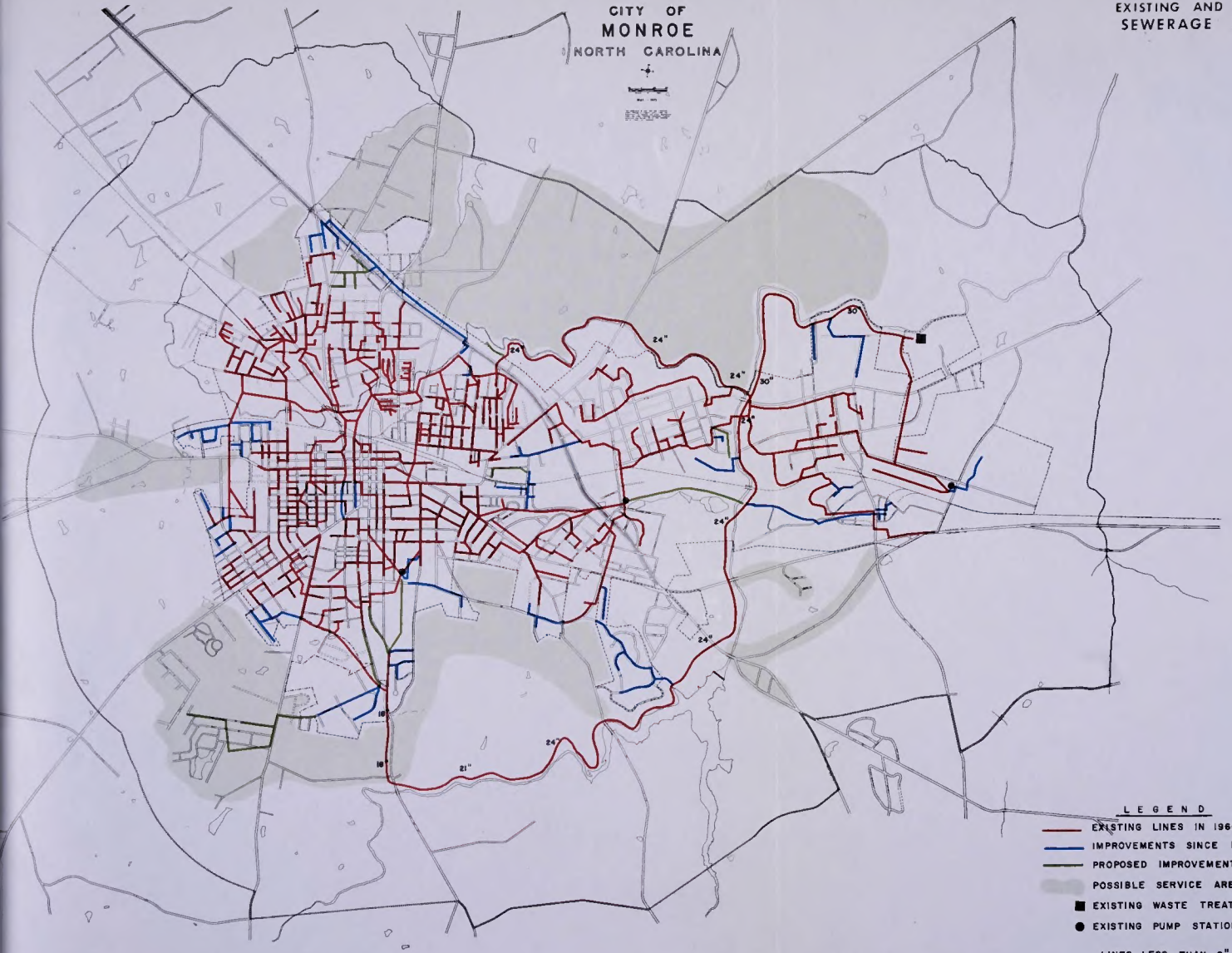
CITY OF
MONROE
NORTH CAROLINA

EXISTING AND PROPOSED
SEWERAGE SYSTEM



LEGEND

- EXISTING LINES IN 1966
- IMPROVEMENTS SINCE 1966
- PROPOSED IMPROVEMENTS
- POSSIBLE SERVICE AREAS
- EXISTING WASTE TREATMENT PLANT
- EXISTING PUMP STATIONS

LINES LESS THAN 6" NOT SHOWN

MAP-3

SANITATION SERVICE

The Sanitation Department provides garbage and refuse pickup to residences on a twice weekly basis, and to commercial and industrial concerns daily or more often if needed. The department will extend this service outside the city limits to areas served by city utilities and along pickup routes for a fee.

Garbage is picked up from back yards of residences which poses some problems in instances of bad weather. Curbside collection has been suggested since it is more economical, but it has its inherent problems as well. The Junior Women's Club are presently sponsoring a project to provide Monroe residents with plastic bags for neater and easier pickup. The city has cooperated by purchasing the bags for the Club to sell through neighborhood stores. The city's ordinance on garbage and refuse collection needs to be reviewed and updated since it is impractical in some cases.

Monroe presently serves nearly 200 commercial, industrial, and public dempster boxes with each of these containers requiring a separate trip to the city landfill. Under the county-city solid waste disposal program, the container pickup system has to be changed in coordination with the new countywide program. The present containers will have to be replaced with containers that can be hoisted and unloaded into a packmaster on site. Next fiscal year, the city should obtain one packer and two packmasters (one in each of the next two years) to begin the new program.

The city's present landfill site, which consists of 15 acres, will be full in several months. As recommended by the 1966 Plan, the city is participating in the countywide solid waste disposal program which has located a 60-acre site and will soon put into operation a much needed sanitary landfill facility.

Street sweeping is provided daily in the central business district and once a month in residential areas with curb and gutter. A street flusher is used twice a week in the central business district. Below is a list of the department's major equipment:

1971 Ford w/routeking packer
1969 Cusgman truckster
1970 Cushman truckster
1972 International 1910A w/Cobey routemaster
1969 Cushman truckster
1969 Cushman truckster
1971 Int. 1910A w/Cobey routemaster
1969 Cushman truckster
1969 Cushman truckster

1967 Int. w/Garwood packer
1969 Cushman truckster
1967 Int. w/Heil packer
1969 Int. w/DD hoist
1969 Int. w/DD hoist
1971 Dodge w/DD hoist
1962 Ford w/scow body
1963 Ford w/scow body
1963 Ford w/leaf bed
1966 Elgin sweeper
Wisconsin leaf machine

The three trash trucks with scow bodies and leaf bed, the leaf machine and the seven Cushman trucksters need to be replaced within the next three years. An additional two sweepers are also needed within three years. All equipment should be maintained and replaced in accordance with an official maintenance and replacement policy. This will not only facilitate replacement and maintenance, but would also result in more efficient budgeting.

The department maintains an average of 23 personnel all year round. This includes two foremen; one for residential pickup and one for container and refuse pickup. In light of the addition of new equipment (packmasters, etc.) and changes in the disposal system, there is no foreseeable need for additional personnel.

Recommendations

1. That the garbage and refuse collection ordinance be reviewed and updated to meet contemporary circumstances.

2. That the city continue its committment to such projects as that of the Junior Women's Club and expand its committment to an overall community appearance project or ordinance.

3. That the city, in coordination with the countywide solid waste disposal program, purchase a packer and two packmasters within the next two years.

4. That the city replace the three Ford trash trucks, leaf machine, and seven Cushman trucksters, and purchase an additional sweeper within the next three years.

5. That all the equipment be maintained and replaced through an official maintenance and replacement policy.

ELECTRIC SERVICE

Monroe purchases electric power from Duke Power and resells it to customers (5,191) within the city and surrounding areas. Within the city, all but one residence and two industries buy electricity from the city. The city also serves many customers outside the city limits and will extend electric services to anyone in the fringe area (see map for service area). This latter policy was established to protect future annexation movements since the electric service is a major source of revenue.

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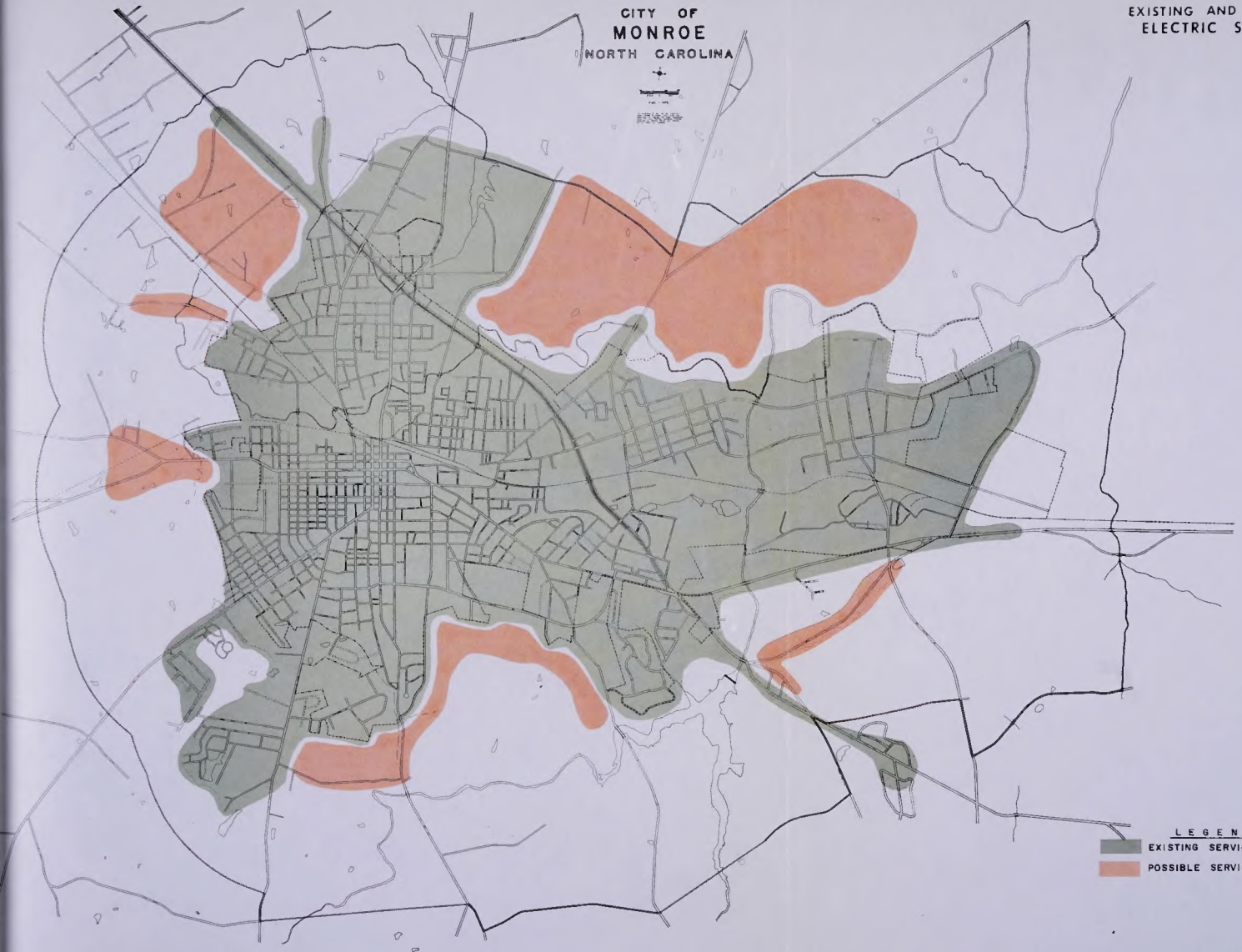
CITY OF
MONROE
NORTH CAROLINA

EXISTING AND PROPOSED
ELECTRIC SERVICE



LEGEND
EXISTING SERVICE AREAS
POSSIBLE SERVICE AREAS

MAP-4

Monroe's supply of electricity is presently adequate, but more will be needed in the near future. Although residential users outnumber the commercial four to one, the commercial customers use nearly three times as many kilowatt hours as the residential customers and 73% of the total consumption. This commercial consumption is the major reason for the need for Monroe to expand its supply of electricity.

The city's distribution system has several inadequacies. As recommended in the 1966 Plan, the city had a consultant engineering firm study the system. With the resulting study, the City Manager and the Electric Department drew up plans to correct the inadequacies and to expand the system for additional electric power. The plan will provide the following improvements in stages over the next three to five years.

-- Improve ties between 2.4/4.16 distribution system and to transfer load to the 7.6/13/2 distribution system (first delivery system);

-- Add 7.1/13/2 circuits and improve the regulator installation to meet safety code requirements (second delivery system);

-- Establish a third delivery system point of entry on Roosevelt Boulevard to expand the electric system to handle the rapid increase in the consumption of power; and

-- If the growth in the load of the electric system exceeds the projected 6¢ growth during the next several years, subsequent revenue shall be placed in reserve funds for additional capacity improvements (transmission line) in the electric distribution system (otherwise, an overload in the electric system will develop).

The only buildings presently maintaining emergency power facilities or equipment in the Monroe area are the water filter plant, police communication system, Union Memorial Hospital, new City Hall-Police-Fire Departments complex (when constructed), new water filter plant (when constructed) and the new County Court House Complex. Otherwise, the city would have to borrow or rent emergency power equipment for the remainder of the city. The improvement program should provide for such an electric system designed to be repaired quickly or switch loads to another station.

The Electric Department consists of 15 staff members, including the Supervisor. With the expected expansion in electric services, there will be a need for approximately five additional personnel over the next five years.

The following is a list of the department's major equipment:

1969 Plymouth Fury II (Supervisor)
1972 Chevrolet pickup
1970 Chevrolet maintenance truck
1963 International line truck
1971 International line truck w/polecat boom
1962 Ford winch truck
1967 Chevrolet pickup - tree trimming truck w/ladder

1962 Ford tree trimming truck
1 Reel wire trailer
3 Reel wire trailer

Homelite chain saw
3 1971 Honda CL 100
(Motorcycles)

Recommendations

1. With an expected increase in demand for electric service, the city should continue its plans to expand and strengthen the electric system (pp. 45-6).

2. That provisions are made for emergency power facilities to be designed into the electric system as soon as feasible.

3. That five additional personnel are obtained over the next five years.

4. That the four older trucks and the 1969 Plymouth Fury be replaced within the next three years, and the 1970 Chevrolet maintenance truck, 1972 Chevrolet pickup, 1971 International w/polecat boom be replaced during the 1976-1978 fiscal years. The remainder of the equipment will be replaced through a maintenance and replacement policy.

GAS SERVICE

Monroe installed a natural gas distribution system in 1959. The natural gas is supplied to the city by the North Carolina Natural Gas Company. The entire city and some surrounding areas are served (see map). Expansion of the gas service is limited due to the supply of natural gas available.

When a lasting supply of natural gas becomes available, the gas department should secure additional transmission lines to supply Monroe with more gas. Also, since the present revenue bond ordinance limits the maintenance of the distribution system, this ordinance should be reviewed and revised to provide an equitable arrangement for maintenance as well as retirement of the bond.

The gas department consists of five personnel. The following is a list of the major equipment:

1970 Chevrolet truck
1970 Vermeer trencher
1970 Low Boy model HM

1972 International #1210 pickup 3/4 ton
1970 Airco welding machine DC 300 amp super hornet mounted on 61

1962 Ford tree trimming truck
1 Reel wire trailer
3 Reel wire trailer

Homelite chain saw
3 1971 Honda CL 100
(Motorcycles)

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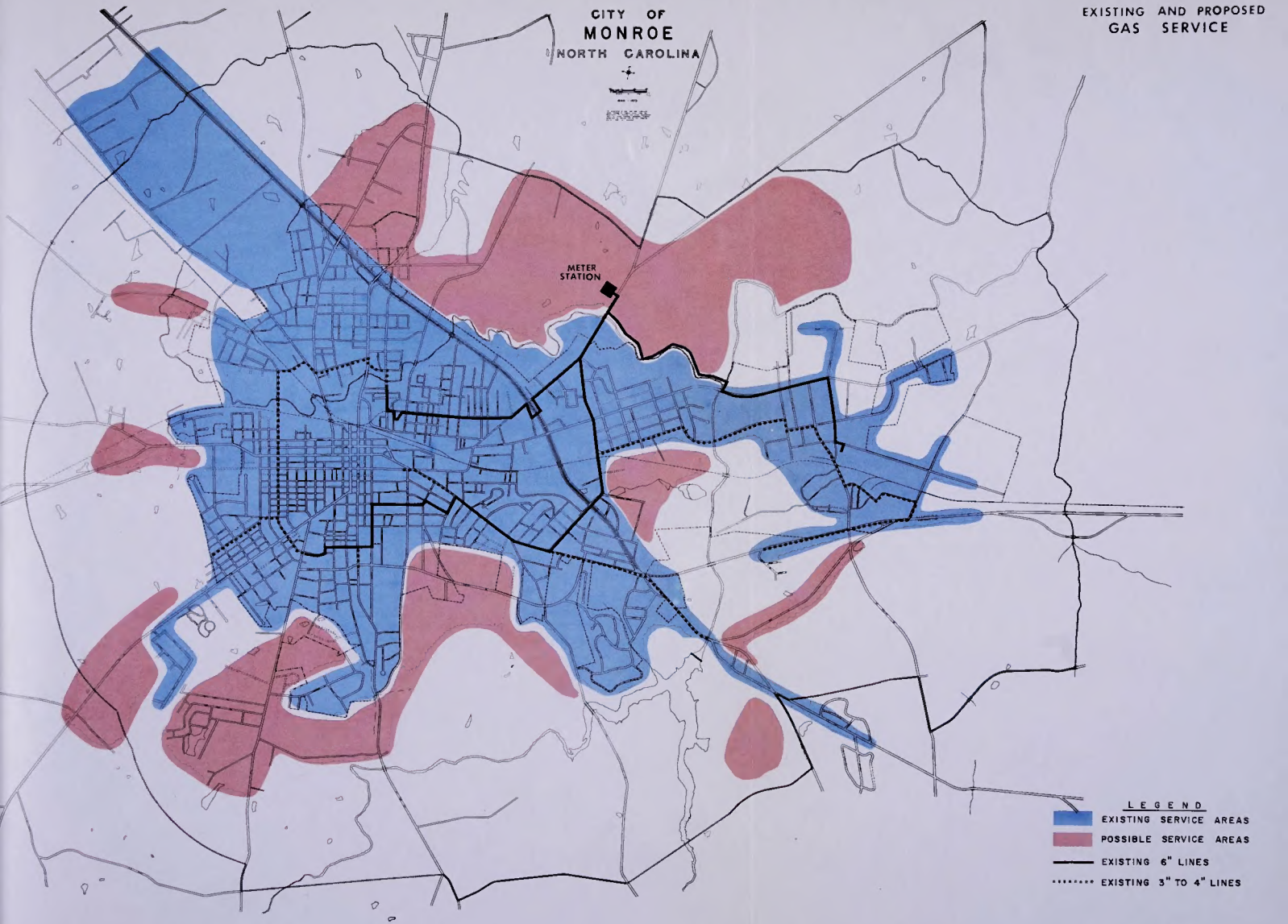

CITY OF
MONROE
NORTH CAROLINA
METER STATION
EXISTING AND PROPOSED
GAS SERVICE
LEGEND
EXISTING SERVICE AREAS
POSSIBLE SERVICE AREAS
EXISTING 6" LINES
EXISTING 3" TO 4" LINES

MAP-5

No additional personnel or equipment is needed until the future of the supply of natural gas is determined. However, within the 1976-77 fiscal year, the 1970 Chevrolet truck should be replaced.

Recommendations

1. A long-range expansion plan should be formulated based on engineers' recommendations, growth patterns, etc., with priority given to developing its full potential along eixsting main lines as shown on the Gas Service map.

2. Upon the availability of a lasting supply, the department should secure transmission lines for an additional supply of gas for Monroe.

3. That the revenue bond ordinance for the gas system should be reviewed and revised to allow for an equitable arrangement for maintenance of the distribution system.

4. Within the 1976-77 fiscal year, the 1970 Chevrolet truck should be replaced.

STREET SYSTEM

The Monroe street system basically follows a rectangular or "checkerboard" layout pattern with a series of radials leading out from the downtown area. As of May, 1971, Powell Bill data indicated a total of 86.16 miles of streets maintained in the city. Of this total, the city maintained 59.29 miles of hard surfaced streets, 4.17 miles of soil, stone or gravel type surfaces, and 5.2 miles of unsurfaced streets. The state maintains 17.5 miles of this street system. Of this total, the state maintains 8.28 miles of primary roads (all paved) and 9.22 miles of secondary roads (9.02 paved and 0.20 unpaved). All new streets in the Monroe planning area are being developed in accordance with the subdivision regulations (adopted November 1, 1966 and amended April, 1972).

The following are policies related to the street system maintained by the Street Department:

1. Sidewalks: Maintenance of existing sidewalks is provided periodically or upon request.
Under the subdivision regulations, developers are reimbursed $1.00/foot for new sidewalks when they are required.

2.	Trees:	The city hopes to create a landscaping crew to provide for trimming, planting, etc.
3.	Street right-of-way:	Will be provided for by the developer as specified by the subdivision regulations.
4.	Grading:	All streets shall be graded to their full roadway width. Finished grade, cross section and profile shall be approved by the City Engineer. The developer will bear all the expense.
5.	Paving:	The roadbase and paving shall be installed in accordance with city specifications and standards. The developer will provide for the roadbase and the paving. The city will be responsible for all resurfacing of streets and patching of holes. (The city usually averages ten to fifteen miles of resurfacing a year.) All paving is contracted to private concerns.
6.	Curb and gutter:	Combination curb and gutter shall be installed in accordance with the city specifications and standards. The developer will be reimbursed $.60/foot of curb and gutter installed. Curb and gutter are provided in existing developments on a voluntary basis at 50% cost to the residents.
7.	Street lighting:	Being installed by the city on a priority basis.
8.	Street markers and signs:	These are being updated and maintained on a continual basis with much of it done in the summer months. The city is to begin use of the state's uniform traffic sign and signal manual.
9.	Thoroughfare Plan:	Prepared for Monroe in September, 1966, the plan was mutually adopted by the city and the State Highway Commission. Presently, it is in abeyance by the state and the city needs assistance from the state to implement the proposed thoroughfare rights-of-way.

Some of the problems related to Monroe's street system are:

1. Awkward intersections and/or inadequate traffic controls. The following are examples of problem areas creating inconveniences and high accident rates:

Morgan Mill Road and S. C. L. railroad crossing.
Hawk Street and its proposed extension and the Skyway.
Icemorlee Street and S.C.L. railroad crossing.
Franklin Street, Sunset Drive, and the Middle School entrance.
Miller Street and Winchester Avenue
Charlotte Avenue and Engleside Street
Secrest Shortcut Road and Boulevard
Stafford Street and Boulevard
Walkup Avenue and Boulevard
Morgan Mill Road and Boulevard
Sutherland Avenue and Boulevard
Hilltop area of the Boulevard
Skyway and Lydia Street
Skyway and King Street

It is recommended that the City Engineer, Street Department Supervisor, Traffic Safety Office, Traffic and Parking Authority, and the State Highway Commission design a program to study such areas and implement a course of action to alleviate any problems that may exist.

It is also recommended that the City obtain the services of the State Highway Commission's TOPICS (Traffic Operational Program to Increase Capacity and Safety) program in order to obtain detailed study and recommendations on traffic problems and street improvements. This would provide the city with the needed information on traffic capacity and safety problems as well as a means to receive additional state financial participation on both state and city projects.

2. The Government Center Urban Renewal Project will provide a great deal of off-street parking spaces, particularly in the northern section of the central business district. However, parking in the remainder of downtown and traffic congestion throughout the downtown remain very much a problem (described in the 1966 Community Facilities Plan and the 1967 Parking and Traffic Study). It is recommended that the Traffic and Parking Authority, Street Department Supervisor, City Engineer, and members of a downtown business men's organization study this situation and with the aid of a planner and/or State Highway personnel design a plan and policies to solve them. It is highly recommended that the plan or policies be implemented with a good deal of committment coming from the private sector. Although renovation of the downtown area outside of the renewal area is related to the above problems, the main responsibility for this (planning and implementation) is with the businessmen themselves.

3. Improvements such as sidewalks (as pedestrian versus vehicular traffic) and curb and gutters (in areas of poor storm drainage), are needed in areas of existing development (some of which are low income neighborhoods) such as:

-- Concord Avenue and Charlotte Avenue need curb and gutter, and sidewalks from their intersection to the northern city limits.

-- Engleside and Benton Streets need sidewalks because of the amount of pedestrian and vehicular traffic involved.

-- The immediate area surrounding the Benton Heights School site needs curb, gutter, and sidewalks for the children and because of poor drainage.

-- Washington Street from Lancaster Road to Mrytle Street needs sidewalks, curb and gutter, as well as street widening.

-- Winchester Avenue area (curb and gutter, sidewalks, and street widening).

-- Elizabeth Avenue and West Park Drive need sidewalks for the children of East Elementary School.

It is recommended that the construction and cost policies related to the above improvements be reviewed and revised to facilitate needed improvements in areas of low income. It is also recommended that the Department review, plan and implement these improvements in conjunction with plans being made for current and future housing redevelopment projects (concentrated code enforcement and urban renewal).

4. As described above, implementation of the thoroughfare plan is at a standstill. Meanwhile, development is taking place within its proposed rights-of-way and to such an extent that will make future location of rights-of-way extremely difficult and expensive.

It is obvious that the plan should be updated and implemented immediately. The following are possible mechanisms for implementing the plan:

a. That members of the Planning Board, City Engineer, City Manager, and other representatives review the plan to list those segments of the plan needed and feasible to carry out. Draw up a project priority list with indications of city and state responsibility. Send this to the State Highway Commission for review and comment.

b. Mutually (with the proper county officials) plan the outer loop or beltway and, ideally, mutually adopt appropriate locations of such a beltway or outer loop.

c. Incorporate all portions of the updated thoroughfare plan into the Land Development Plan and other related plans.

d. Enact a "right-of-way ordinance" in which the proposed thoroughfare corridors are refined onto large scale topographic or planimetric maps to be pinpointed. The written ordinance should give the city an opportunity to make developers aware of the right-of-way's existence and to allow alternative development schemes by either the developer or the city.

e. Place whatever mechanism(s) that is used into the city's and county's development checking system which would include the building permit procedure, zoning ordinance, and subdivision regulations.

The Street Department maintains 15 staff members and will need additional personnel over the next several years to keep pace with additional demand for improvements and types of improvements (new landscaping crew, etc.). The major equipment includes:

1965 Ford pickup
1965 Ford pickup
1962 Ont. pickup
1966 Chevrolet dump truck
1966 Chevrolet dump truck
1966 Chevrolet dump truck
1963 Ford flat bed F600
Int. tractor 240 w/cycle mower
Asphalt plant
Power curber
Tamp vibrator
Littleford tar kettle
Homelite chain saw super wiz w/post hold digger
1951 Int. truck w/Entyre distributor
M-100 AC motor grader
Athey Forge feed loader
Trojan loader
Vibrator roller and trailer
Pneumatic roller
1952 Galion roller
1955 Galion roller
Int. tractor w/broom and cycle mower
Paint machine
Plant mix asphalt spreader
Littleford tar kettle
Power curber
Mowers and edgers

The two 1965 Ford pickups, 1962 International pickup, four 1966 Chevrolet dump trucks, 1963 Ford flat bed truck, motor grader, Trojan loader, and track loader should be replaced within the next four years based on lifespan and priority. It is recommended that all major equipment, upon initial purchase, be placed on an equipment maintenance log (record keeping) to facilitate life expectancy and cost analyses in scheduling periodic replacement.

Recommendations

1. That the policies on the terms of construction and reimbursement of street improvements (sidewalks, curb and gutter) be reviewed and revised to allow such needed improvements in the low income residential areas.

2. That the City Engineer, Street Department Supervisor, Traffic Safety Office, Traffic and Parking Authority, and the State Highway Commission design a program to study hazardous intersections and implement the necessary courses of action to alleviate any problems that may exist.

3. That Traffic and Parking Authority, Street Department Supervisor, City Engineer and members of a downtown businessmen organization with the aid of consultants design a plan and policies to solve traffic and parking problems in the central business district. This should be coordinated with the efforts of the Redevelopment Commission in the Governmental Center Urban Renewal Project.

4. That such street related improvements as sidewalks, curb and gutter be planned and implemented in existing residential areas in need of these improvements. These improvements should be planned and implemented in coordination with residential areas to receive some form of housing redevelopment (concentrated code enforcement, urban renewal, public housing, or private development).

5. That the Planning Board, City Manager, Street Department Supervisor, and other local officials study and plan a course of action to update and implement the thoroughfare plan. Enlist the aid of the State Highway Commission at every point of planning and action possible; however, it is emphasized that there are portions that the city itself must do either prior to or instead of the State Highway Commission's aid. Concrete implementation mechanisms, projects, and policies such as described above, must be designed and used in this effort.

6. That additional personnel (six) be hired over the next six years to meet the additional demand for improvements and new types of improvements (landscaping, etc.).

7. That the two 1965 Ford pickups, 1962 International pickup, four 1966 Chevrolet dump trucks, 1963 Ford flat bed truck, motor grader, Trojan loader, and track loader be replaced within the next four years. The remainder of the major equipment should be maintained and replaced through an official maintenance and replacement policy.

W -- Widen Street

CG -- Curb and Gutter

S -- Sidewalk

B -- Bridge

1. Washington Street -- W, CG, S

2. Benton Heights Elementary School Area -- CG, S

3. Elizabeth Avenue and West Park Drive -- CG, S

4. Engleside and Benton Streets, -- S

5. Crowell Street -- W

6. Ashcraft Avenue -- B

7. Charlotte Avenue -- S, CG, S

8. Morgan Mill Road -- W

9. Concord Avenue -- W. CG, S

W -- Widen Street

CG -- Curb and Gutter

S -- Sidewalk

B -- Bridge

1. Washington Street -- W, CG, S

2. Benton Heights Elementary School Area -- CG, S

3. Elizabeth Avenue and West Park Drive -- CG, S

4. Engleside and Benton Streets, -- S

5. Crowell Street -- W

6. Ashcraft Avenue -- B

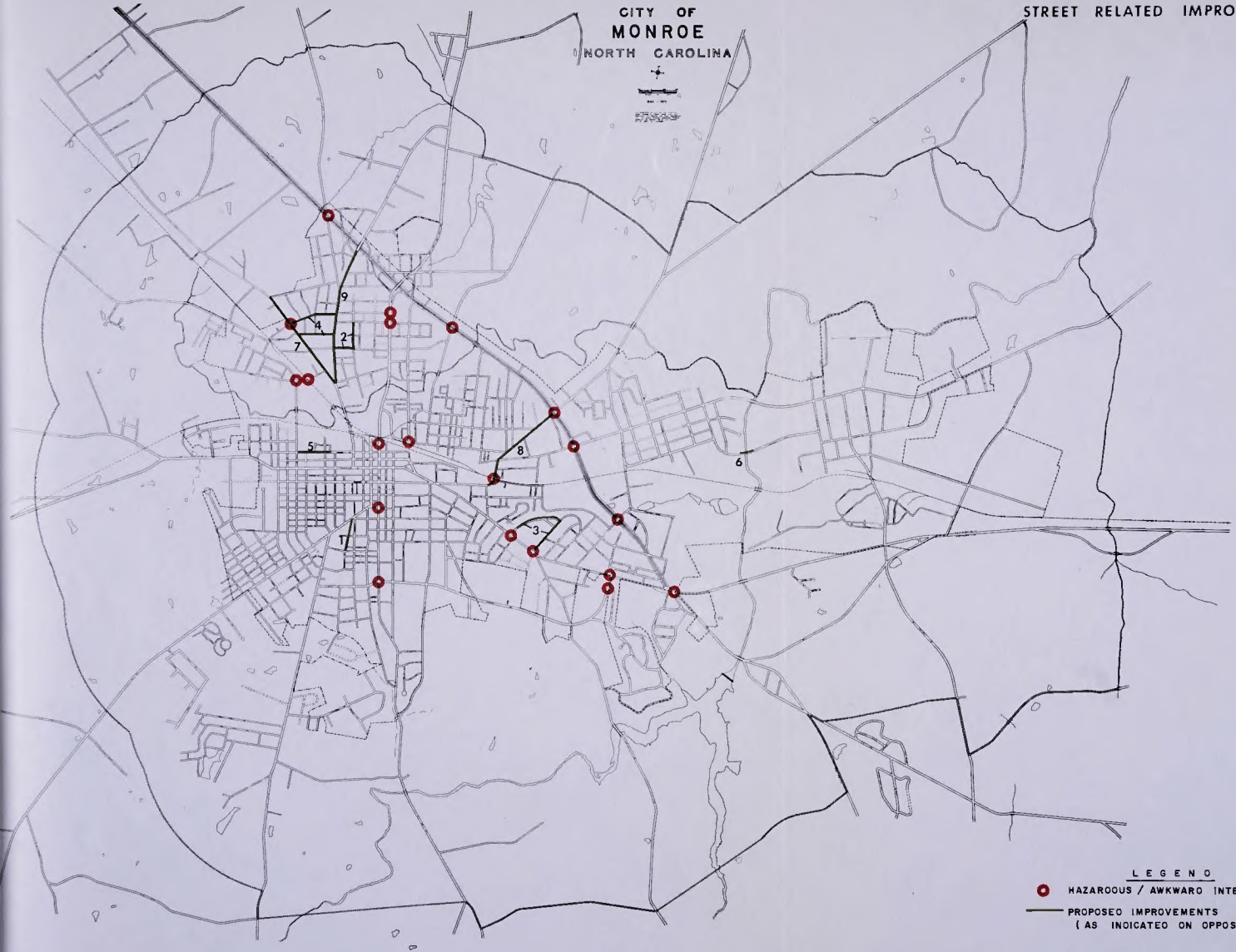
7. Charlotte Avenue -- S, CG, S

8. Morgan Mill Road -- W

9. Concord Avenue -- W. CG, S

CITY OF
MONROE
NORTH CAROLINA

STREET RELATED IMPROVEMENTS



LEGEND

HAZARDOUS / AWKWARD INTERSECTIONS

PROPOSED IMPROVEMENTS
(AS INDICATED ON OPPOSITE PAGE)

MAP-6

Street Improvements

Along with the improvements mentioned above, the following are needed improvements for segments of the street system within the city to facilitate the present and future flow of vehicular traffic. The improvements should conform to the capacity and/or design standards stated in the Subdivision Regulations. The projects should be programmed in accordance with other improvements, development projects, thoroughfare plan, or otherwise on a reasonable priority basis.

Widen Crowell Street from Johnson Street to Crawford Street.
Widen and add curb, gutter and sidewalks, Washington Street from Lancaster Road to Myrtle Street.
Add curb, gutter and sidewalk to immediate area (Cherry and Phifer Streets) near Benton Elementary School.
Add curb, gutter and sidewalk to Elizabeth Avenue and West Park Drive near East Elementary School.
Construct bridge on Ashcraft Avenue over Richardson Creek.
Widen and add curb, gutter and sidewalk to Charlotte Avenue from Concord Avenue.
Widen and add curb, gutter and sidewalk to Concord Avenue from Charlotte Avenue to Roosevelt Boulevard.

STORM SEWERS

Drainage and flooding problems are of particular importance in Monroe because of the dry soil and high runoff table which do not allow the water an ample chance to be absorbed into the ground. The drainage problem is further complicated by additional urban development and insufficient size of some of the storm sewers that have been installed in the past.

The city is now replacing substandard storm sewers and the Subdivision Regulations require that all new development be served with adequate storm sewers.

In accordance with the 1966 Plan, the city hired consulting engineers to study the storm drainage system. The Harwood Beebe Company made the following recommendations for improvements at various points in the storm drainage system.

Location	Pipe (inches) Existing	New	Length (ft.)
Oak Hill near Ann St.	24	48	54
Pond near Qual Road	15	48	270
Ann St. & Helen St.	18	24	400
		30	50
Harvard St. near Walters	24	36	50
Ann near Walters	2-24	30	50
*Griffith Rd. (west side near Victoria)	30	42	30
Victoria near Cresent	24	30	50
Franklin near Branch	36	54	350
Crowell west of College	24 & 30	54	300
Jefferson at Concord	36	54	250
		50	450
West Park near Elliot	48	48	80
Benton near Charlotte Ave.	18	18	300
*Charlotte near Phifer	24	36	50
Walnut near Skyway	24 & 18	42	52
Curtis near Volve	24	36	50
Curtis near Elizabeth	36	54	60
Walkup Ave., near Bypass	24	36	50
St. off Sunset near Lakeview	24	36	50
*Bivens Rd. near Stitt Road	24	42	52
Magnolia near Bickett St.	24	18	300
Benton near Westwood	18	30	50
Phifer near Charlotte	24	30	50
Phifer near Few Street	24	36	50
Windsor near Sanford	24	48	230
		42	350
Morgan near Stewart	24	48	400
Meyers near Lynn	15	18	50
Miller near Lydia	12	24	250
Bypass near Stafford	18	24	350
		30	350
Phifer near Stafford	24	18	50
Elm near W. Park	2-24	48	54

*State Highway Commission responsibility

The city should use the above recommendations as a guide and checklist for improvements that are needed in various portions of the city. Those improvements within the public rights-of-way and not the responsibility of the state should be field-checked to determine those projects needing immediate attention.

The city has contracted with U. S Corps of Engineers to analyze and provide flood and flood plain information primarily along Richardson Creek, but will also include portions of Bearskin and Stewart Creeks. The project was initiated in July, 1971, and is scheduled for completion in October, 1972. It is recommended that the flood plain information be incorporated into flood plain regulations to be attached to both the zoning ordinance and the subdivision regulations.

Recommendations

1. That the city study the above list and make field checks as to those projects within the public rights-of-way that may need immediate attention.

2. That the city formulate flood plain regulations to protect its citizens from flood prone areas determined by the Corps of Engineers' study.

CITY GARAGE AND STORAGE AREAS

Usually a forgotten segment of public works, the city garage and storage facilities are quite important for the general efficiency of the public works department. The garage and storage facilities provide storage and protection of city equipment and materials and afford constant maintenance for the major equipment.

The present city garage and storage facilities are located at Crow and Franklin Streets and at Curtis Street and Sutherland Avenue. Both sites are used for storage, warehousing, maintenance, offices, and locker rooms. The Curtis Street site is used primarily by the Street Department, while the remaining public works departments use the Crow Street site.

The three-acre Crow Street site is of inadequate size, with no room for expansion, contains inadequate space for storage, contains unsightly and dilapidated buildings, maintains an accessibility problem due to traffic congestion, and in general, creates a blighting effect on the neighborhood. The four-acre (approximately five acres when the Highway Patrol Station is abandoned) Curtis Street site is also inadequate in size with no room for expansion, has good accessibility but is plagued by traffic congestion, and is unsightly in comparison to the surrounding neighborhood.

The garage's major equipment consists of one 1960 Ford pickup and one 1966 Ford club wagon. It is recommended that both of these items be replaced within the next three years, and maintained and replaced through an official maintenance and replacement policy.

Accepted standards for city garage and storage yards maintain that:

-- sufficient acreage should be provided for present needs and anticipated future needs;
-- that storage area should contain sufficient buildings to protect equipment from the elements and should be lighted, paved, fenced and landscaped.

As recommended by the 1966 Community Facilities Plan, the city is planning to move most of the garage, warehousing, and public utilities activities to a new site. Plans include moving/relocation to a 16-acre tract at the old Camp Sutton sewage disposal plant at the northeast corner of Richardson Creek and Walkup Avenue. Construction will begin late this spring (1972) and the move and construction will be done in stages: first, construct the garage-warehouse-public utility building and grade an area for the vehicle storage building; second, construct the vehicle storage building and make provisions for a separate area for the sanitation department. The new facilities will have adequate space for storage, warehousing, maintenance, offices and locker rooms and communications. It will have adequate paved and gravelled area, room for expansion, lighting, fencing and landscaping. The public works department supervisors will be located at this site with their crews instead of the present arrangement of being located at City Hall --often separated from their crews. Directors of Utilities and Public Works will be hired to supervise this portion of the public works operation. It is recommended that the city plan to hire additional personnel (five to ten maintenance men, watchmen, office personnel, etc.) to maintain such a facility.

Recommendations

1. That the city proceed with the above plans as soon as possible and adequately provide for the new garage-warehouse-public utilities facility.

2. That the Crow and Franklin Streets site be kept for not only its use for water storage facilities but also for storage and maintenance of street equipment and like equipment needed frequently in the central areas of the city. However, it is recommended that the dilapidated sheds and buildings be replaced and the remainder be renovated to maintain an acceptable appearance.

3. Upon abandonment, the Curtis Street and Sutherland Avenue site be cleaned up and made available for any public facility needed for that area before deciding on other alternatives.

4. That the new facility receive every consideration in the updating of the thoroughfare plan in the vicinity. Accessibility to all portions of the city is an all important factor of the efficiency of this facility.

5. That the pickup and club wagon be replaced within the next three years. That additional major equipment (lifts, trucks, etc.) be made available to operate efficiently.

6. That the city proceed with its plan to hire a Director of Utilities and a Director of Public Works along with any other personnel needed to operate and maintain the facility. This is needed to lighten the burden for the City Manager who is the acting Public Works Director.

EQUIPMENT POOL

The following is a list of additional equipment used by various city departments:

1964 International tractor truck
1961 LaCrosse trailer (low boy)
Caterpillar 955
International tractor 1-300 w/bush hog
Ingersol Rand air compressor w/tools
Small ditching machine w/trailer Model 346
Acetylene torch and accessories
Homelite chainsaw C-9
Wacker
Barco rammel
Flambeaux
Diaphram water pumps
1972 Ford w/flusher

Recommendations

1. That the 1961 LaCrosse trailer (low boy) and the 1964 International tractor truck be replaced during the 1974-75 fiscal year.

2. That the equipment be maintained and replaced through an official maintenance and replacement policy.

SOCIAL AND CULTURAL SERVICES AND FACILITIES

MONROE SCHOOL SYSTEM

The quality of the schools and the competence of teachers are two factors of crucial significance in any community in our society. Not only does a school system represent a major socio-economic component of society, but it also represents a major physical and economic investment of which a community would want efficiency in operation and future expansion. Though the measure of teacher quality cannot be discussed in this report, the adequacy of facilities and sites can be analyzed and evaluated with respect to prevailing standards.

There are five schools within the planning area -- three elementary, one middle grade, and one high school. In 1969, the Monroe schools were organized into a 6-2-4 grade structure, replacing the eight-year elementary and four-year high plan. The three elementary schools are located within the city limits and the middle (grade) and high schools are located on the same campus just south of the city limits.

Table 4 represents an inventory of existing facilities and capacity for each of the Monroe schools.

Capacity of the Schools

One of the most important measures of the adequacy of physical facilities of schools is the overall amount of physical facilities available to the school population. This measure results in a general indication of the school functioning at some degree of capacity. Other than the number of pupils per classroom or teachers, there are no standards to measure capacity, which leaves a great deal to common sense and discretion of the school administrators to plan for physical facilities, staff and enrollment. The following are possible indicators of the overall degree of crowdedness (capacity) within the Monroe schools.

The figure for the measure of pupils per classroom is all of the schools fall within the accepted standards of maintaining 25 to 30 pupils per classroom. These conditions are slightly better, in most cases, than those reported in the 1966 version of this report, mainly due to the reorganization of the grade structure. However, the number of pupils per classroom is only part of the total assessment of a school's level of capacity, and sometimes is a misleading one. The following factors will help give a more complete picture of the degree of crowdedness in which the schools are functioning:

A. The number of pupils per classroom is an average for the entire school, thus the situation does exist where the elementary schools have over 30 pupils per classroom in certain classes and no more classroom space available to lessen this figure for that particular grade level. The same is true for the middle (grade) and high schools, particu larly in vocational classrooms.

Table 4 Inventory of Existing School Facilities

	Benton Heights	East	Walter Bickett	Monroe Middle School	Monroe High School
Grades	1-6	1-6	1-6	7-8	9-12
Originally built	1921	1954	1922	1969	1960
Additions built	1951) 1952)	1966	1965		1964) 1966)
Size of site (acres)	10	10	12.5	36 combined	
No. classrooms	23	16	29	20	39 teaching stations 32 intensively used stations
Condition of classrooms	Adequate	Adequate	Adequate	Adequate	Adequate
No. teachers	25	16	29	18	35
Enrollment 1971-72	554	436	789	543	818
Pupils/classroom	24.1	27.3	27.2	27.2	25.6
Administrative and supporting staff	Librarian Secretary Principal	Librarian Secretary Principal	3 aides Librarian Secretary Principal	2 Assoc. teachers 11 Intern teachers Librarian Counselor Secretary Principal	Librarian 2 Counselors V.-Principal Principal
Equipment (classroom & playground)	Adequate	Adequate	Adequate	Acequate	Adequate
Library	Needs expan.	Adequate	Adequate	Needs expansion	Adequate
Auditorium	Adequate	Adequate	Adequate	Share same facility --	Adequate
Gymnasium	Adequate	--	Adequate	Share same facility -- for Middle School	Inadequate
Cafeteria	Adequate	Adequate	Adequate	Adeq.(central Kitchen)	Adequate
Spec. Ed. Facility	Adequate	--	Adequate	Adequate	--
Multi-purpose room	--	Inadequate (should be provided)	Inadequate (plans for expansion)	--	--
Vocational	--	--	--	Inadequate	Inadequate
Parking-transportation facilities	Inadequate (paving needed)	Inadequate (additional spaces)	Inadequate (paving needed)	Parking-adequate Trans.-Inadeq.	Parking-inadeq. Trans.-Adeq.

Source: As determined from interviews with the individual schools' principals, and the Monroe School Board Administration.

B. In several of the schools, supporting facilities have been sacrificed to supply additional regular classroom space, which makes the pupils per classroom ratio look appealing, but lessens the flexibility of the use of supporting facilities and activities. These supporting facilities are very much needed to provide for the complete care and education of the students and must not be sacrificed in the future.

C. With recent educational trends leaning toward individualized learning and attention, even the presently accepted standards of pupils per classroom (nearly equivalent to a per teacher basis) makes the transition to this method of teaching fairly difficult.

D. The state and, subsequently, the local school systems will be providing kindergarten education in the near future. The logical place to house these children is in present elementary schools; this, however, will increase the demand for classrooms at these locations.

E. To be discussed in further detail below, the actual land area for each school site is less than adequate in all but one school. This simply indicates that those schools are operating above capacity in respect to total land area for a school to function efficiently.

F. Also to be discussed in further detail below, the future enrollment in Monroe schools is expected to increase for the next twenty years given the separate Union County and Monroe school systems, development, and inmigration trends.

Considering the inventory of the present school facilities (Table 4), and indications from each of the school principals, all the Monroe schools are operating at or slightly above capacity. Walter Bickett Elementary School is now in the process of adding several more classrooms and a multi-purpose room which will relieve some of its crowdedness. However, when all factors are taken into consideration, the present school sites will be overextended and rendered obsolete given the estimated population trends for Monroe for 1980 and generally for 1990.

Future Enrollment

Although mathematical population projections for Monroe are predicting a decrease in school age population by 1980 based quite heavily on the national trend of a decrease in birth rate, and Monroe's population characteristics of the 1960's, it is felt that the school age population will definitely increase by 1980 and will level off by 1990. This is based on careful assessment of the projected overall population, overall development, and inmigration trends for Union County and Monroe. Such factors as: annexations, petitioning of perimeter

areas into school districts, additional of kindergartens to the elementary school system, influx of public and private housing recipients as the city's housing supply opens up, and the addition of a countywide water and sewerage system which leads to more residential, commercial, and industrial development for both Union County and Monroe.

Size of Sites

The following table compares the present site area of each school with the land area that is determined by accepted state standards.

Table 5 Monroe School Site Areas

Size of Site in Acres	Benton Heights	East	Walter Bickett	Monroe Middle School	Monroe High
Present*	10	10	12.5	36	
Standards**	15	14	18	25	40 +65

*Monroe School Board information
**N. C. Department of Public Instruction, Division of School Planning

As evidenced from the table, each of the school sites are under the accepted minimum standards for land area based on the type of school and its population. This land area is necessary to insure that after adequate sized buildings are considered there is adequate open space to provide for transportation and parking facilities, playground facilities for several classes at one time, and buffer area from adjoining land uses. Efforts are being made to negotiate for additional land area adjacent to the middle grade-high schools' campus and East Elementary School site. Walter Bickett E ementary School shares the use of at least 7.6 additional acres adjoining its site in which the city's Department of Parks and Recreation owns and operates Sunset Park. This easily alleviates Walter Bickett's land area deficiency. The other four school sites may have a difficult time meeting these standards, and thus it is recommended that the Monroe school administrators, School Board members, and city officials begin taking remedial measures to reduce both school population pressures as well as land area deficiencies. This would include either the acquisition of additional land adjacent to the school sites or construct a new campus within the city to lessen school population at each school, or several schools around the fringe of the city or a combination of the above.

Supporting Facilities

As indicated in the inventory of Table 4, the Monroe school system has many of the supporting facilities needed to supplement normal educational processes. However, it appears that each of the schools has at least some sort of inadequacy, whether it be a need for expansion, improvement or complete addition. Even though specific recommendations to the

needs of each school are shown in the inventory, two implications derived from this table merit discussion.

It appears that improvement of parking facilities is needed at almost all of the schools -- additional paving and/or parking spaces. The most serious deficiency is that the Monroe Middle School-High School complex is in need of expansion or complete addition of several very important supporting facilities. The Middle School needs additional classrooms (4) for vocational education, separate gymnasium or physical education room, an expansion of library facilities as well as other supporting facilities as advocated by the George Peabody College Survey. The high school needs additional classrooms (2 or 3) for vocational education, expansion of physical education facilities, as well as an expansion of the guidance suite as advocated by the Peabody Survey.

The Monroe school system needs additional funds to expand the special education program, add health facilities and services, add speech therapists, as well as to hire additional physical education, art, and music instructors for the elementary schools.

Administrative Facilities

The school system's administrative offices were located in an old residence next to the Walter Bickett Elementary School and in units behind the Belk House. This arrangement resulted in inadequate office space and separation of administration personnel. This was corrected (Spring, 1972) when the administrative personnel of both school systems were moved into the new County Court House.

All the schools in Monroe are accredited by the North Carolina State Department of Public Instruction and the Southern Association of Colleges and Schools. The school system has satisfied the criteria of school self-study, improvements, and providing better programs for pupils.

The Monroe school system is funded by a special school tax levied on Monroe residents. This is in addition to the funds received from the Board of County Commissioners.

Special Problems

The following are specific land use or physical problems that tend to impair the effectiveness of the respective overall school facility:

A. The Middle School is suffering from traffic circulation problems when parents come to pick up their children. It is recommended that traffic circulation facilities (entrance, exit, and waiting area) be expanded to properly handle the volume of traffic generated during peak periods. It is also recommended that

school officials discuss with the Sheriff Department and/or Monroe Police Department traffic control mechanisms at the campus's two entrances (onto Franklin Street and Sunset Drive) and the intersection of Franklin Street and Sunset Drive. The Middle School is also in need of a sidewalk leading to the gymnasium.

B. At East Elementary School there is a traffic visibility problem at the intersections of Elizabeth Avenue and Franklin Street and West Park Drive and Franklin Street. There is also a need for sidewalks on much of Elizabeth Avenue and all of West Park Drive.

C. Benton Heights Elementary School area (Cherry Street, Phifer Street, Lydia Street, etc.) needs sidewalks to provide a safe and convenient place for the children to walk to and from school. There is also a need for storm drainage control on this site and in the immediate area.

Merger of the Two School Systems

Under the present arrangement, the Monroe and Union County school systems have separate administrative units, although both must seek funding from the Board of County Commissioners. However, the two school systems share supervisors and personnel in several educational programs or supporting facilities. Also, both administrations are housed in the same building (new County Court House).

The issue of merger and all its implications are under consideration by the Union County-Monroe School Study Committee. At the present, the approval of the school bond referendum on capital outlay for physical improvements is the top priority and the issue of merger should come at a later date.

However, if and when the school bonds pass and the Study Committee studies both of the systems' physical needs, the Study Committee and the two school administrations should consider the location of new campus's that will logically and economically alleviate school population pressures from both school systems; e.g., locating new facilities around the outer edge of Monroe's school district. Thus, to consider such a plan, the Study Committee will have to reconsider the idea of merger or consolidation and should look upon it favorably in light of such things as the above plan.

Recommendations

1. That the Monroe City School Board and administration consider and plan for means by which to alleviate school population pressures that are presently evident and are inevitable for the next ten to twenty years. If the school systems remain separate,

a new elementary school site within the city limits within five years must be considered. If consolidation of the school systems is to be considered after the school bonds referendum, several school sites around the fringe of Monroe's school district would be a possible solution for school population pressures within both school systems.

2. That the School Board and administration continue their efforts to assemble additional land adjoining several of the school sites e.g., East Elementary, Benton Heights Elementary, and Middle School and High School.

3. That the School Board and administration include within their capital improvements program for the next ten years such needed improvements or additions for supporting facilities:
   -- Additional vocational classrooms (Middle School, High School)
   -- Expansion of library facilities (Benton Heights, Middle School)
   -- Addition of physical education facilities (Middle School)
   -- Expansion or addition of multi-purpose room (East, Walter Bickett)
   -- Additional parking spaces and paving (East, Walter Bickett, Benton Heights, High School)
   -- Expansion of transportation facilities (Middle School)
   -- Expansion of the special education, health, and speech therapy programs
   -- Hire additional instructors for art, music, and physical education for the elementary schools.

4. That the school administrators and city and county officials work together to formulate solutions to the following land use problems that impair the effectiveness or safety of the schools:

   -- Traffic circulation at the Middle School and the Franklin Street and Sunset Drive intersection.

   -- Traffic visibility problems at the intersections of Elizabeth Avenue and Franklin Street and West Park Drive and Franklin Street.

   -- Sidewalks on Elizabeth Avenue and West Park Drive.

   -- Sidewalks and storm drainage around the Benton Heights School site.

5. That the City and County School Boards continue to share programs and personnel and the issue of total consolidation be given equitable consideration in view of planning for capital improvements to alleviate school population pressures within both school systems.

UNION COUNTY-MONROE SCHOOL FOR TRAINABLE RETARDED CHILDREN

The little known but valuable asset to the city and county is the facility for trainable retarded children. It is located on the Circle Drive side of the Monroe Middle and High Schools site in a building that was built by the Monroe Jaycees. This facility is funded by public education funds and is under the direct administration of the Union County Board of Education.

This facility works in conjunction with several related agencies to obtain referrals from all over the county. The parents of these children provide transportation for the children. Children ranging from six to eighteen years of age are accepted to obtain training for self-help skills. Very little academic work is taught since the children are simply trained to live at a comfortable capacity at home.

Two instructors and one aide train 18 children in the building that consists of six class-related rooms and a kitchen. This facility can take on an additional enrollment up to a total of 24 children; however, at this enrollment, an additional staff member will be needed.

The school contains an adequate amount of equipment, material, and playground facilities.

UNION COUNTY LIBRARY

The headquarters branch of the Union County Public Library system is located in Monroe on East Windsor Street just each of Church Street. The library serves 26% (according to library records) of the Union County population, of which many are Monroe area residents. This facility was built in 1966 and was designed to accommodate expansions for 20 years. It contains 24,350 square feet of floor area; a 100 seat meeting room; administrative offices, space for library services; off-street parking for 30 cars. However, many more parking spaces are needed during meetings. This problem is relieved somewhat by an adjoining city and church parking lots.

The current stock of books is 59,000 volumes, which is twice the number of volumes reported by the 1966 Community Facilities Plan. This facility has the capacity to store 72,000 books. The American and North Carolina Library Associations both recommend two books per person as the standard for availability of books in a locality. Considering the books available at each of three reading centers in the county, and assuming that these volumes satisfy the needs for their

respective areas (townships), the minimum number of books that should be available at this facility based on the remainder of the county's population should be 80,000 volumes. Thus, the current stock of books is not only short of the capacity of the library to store them, but is also far short of the recommended number by accepted standards.

Within the next ten years, given the projected population of 66,000, there will be a need for nearly 95,000 volumes at this facility and 132,000 volumes countywide. The Associations recommend that four to five thousand new books be added to the stock annually, of which 25% should be for children; 5% for young adults; no more than 25% adult fiction; and 40-50% adult non-fiction. The library has met these standards, except that it is only able to obtain 2,500 to 3,500 books a year.

The amount of equipment needed for normal library services and supplemental programs in inadequate. There is a dire need for such things as projectors, recording equipment, microfilming equipment, and so forth.

The library's staff consists of eight full-time and six part-time personnel, of which several are trained librarians. This meets accepted standards for the number of personnel per population (1:3000).

A library should be accessible to all, open at least 40 hours per week, and able to stimulate study and research through guidance programs. This facility has done very well in regard to these standards. It has been made accessible and will soon begin several programs to take the library services (over and above the bookmobile service) to the people. Besides providing reading centers and bookmobile services to the remainder of the county and normal library services, the library provides weekly story hour for pre-school children, lessons in chess weekly, film services, cooperation with public and private organizations to provide exhibits, lessons, discussions, etc. Plans are being made to provide bookmobile and film services to the elderly housing project, coordination with the mental health complex, and a program to research why certain people cannot read.

Recommendations

1. That the local governments, contributing to the financing of this facility, provide for additional funds to obtain much needed books and equipment.

2. That the city and county begin to seriously plan for the expansion of this facility in terms of space for the storage of the proper number of books as well as parking facilities to meet the needs of the city and county for the next ten years. This consideration, at its best, should contain any combination of two posssible alternatives: to expand the outlying reading centers and/or to acquire adjoining land near the headquarter branch to insure room for building and parking expansion.

3. That the library hire three to five additional staff members to administer the normal library services based on the area's population and on extra services to be provided within the next eight years.

RECREATION

Many people think of recreation as a preventive for juvenile misbehavior, as physical activity, as a playground for children, as a social game, as relaxation, as special events, as activities intended only for children, and other such interpretations that fall far short of a true and comprehensive definition.

It is any wholesome leisure time activity in which one engages without compulsion for enjoyment, relaxation and creativity. One should have an opportunity every day all year around to discover and satisfy their interests, talents, skills and appreciations during leisure time. Thus, recreation programs should make available a wide range of activities for all ages and all socio-economic levels.

The City of Monroe is charged with the responsibility of providing open space and recreation to a public that is increasingly seeking recreational opportunities. In doing so, it must develop parks and recreation facilities and provide activities to the public either free or at a cost easily afforded by all segments of the public.

Prior to August, 1971, parks and recreation were operated by a nine-member commission; however, since that date, it has gained the status of a city department with a full-time director. The department maintains a seven-member Recreation Advisory Committee to provide citizen participation in an advisory capacity to the decision-making process.

The department maintains five parks, one neighborhood recreation center, and a public country club. Two of the parks have yet to be developed. In addition, the department shares the facilities of four school-parks under a written agreement with the School Board. This arrangement is commendable not only from the standpoint of getting the best use out of the city's resources, but also from the standpoint of being one of the very few cities in the state to have a recreation department and a school board place their committment to this concept in writing.

Table 6 Inventory of Existing and Proposed Facilities/Activities

Park/Recreation Facility and Site Size (Acres)	Facilities/Activities and Age Group	Day/ Night Seasons
Monroe Country Club (and proposed expansion and recreation center with approx. 100 additional acres. Site size: 70	Adult. Nine hole public golf course, clubhouse, ballroom, pro shop, closed swimming pool, picnic area, department administrative office. Proposed: additional holes to golf course, renovate swim - ming pool, tennis courts, new administrative office, snack bar, lounge, additional parking, health club, arts and crafts center, bridge over lake,playground, additional picnic areas, boat- house and dock, youth center.	Primarily day; all seasons (to be day/ night; all seasons)
Benton Heights Elementary School Site size: 8 (usable acres)	Ballfields, multi-purpose paved area, gymnasium, playground equipment. School age.	Day; Summer
Jaycees Park Site size: 10	Multi-purpose ballfields, bleachers, multi-purpose paved area, tennis courts, playground equipment, fire engine showcase. School age.	Day; Summer
Creft Park Site size: 10	Vacant. Plans are in abeyance.	--
Winchester Avenue Community Recreation Center 12 usable area	Shuffle boards, dressing rooms, swimming pool, bathhouse, arts and craft room, game room, gymnas- ium; includes such activities as meetings, dances, sing-ins, etc. Proposed: playground, picnic area, tennis courts. All ages.	Day/ night; all seasons
Sutton Park Site size: 15	Ballfield, multi-purpose courts, playground equipment, picnic area. School age	Day; Summer
Walter Bickett Eelementary School Site size: 10 (usable acres)	Multi-purpose ballfields, bleachers, track, lighting facilities, gymnasium, multi-purpose paved area, arts and crafts room, snack bar, rest rooms, scoring room. School age.	Day/ night; all seasons
Sunset Park Site Size: 7.6	Playground equipment, tennis courts, football field. School age.	Day; Summer
East Elementary School Site size: 8 (usable acres)	Ballfields, multi-purpose, tennis courts, playground equipment. School age.	Day; Summer
Monroe Middle School-High School - 16 usable acres	Multi-purpose ballfields, track, tennis courts, multi-purpose play court, gymnasium, chip and putt green. School age.	Day; Summer
West Monroe Park - 13 acres	Proposed: Little League ballfield, playground, picnic area, nature area, tennis courts, amphitheater, multi-purpose paved courts, rest stations. Adults, school age.	Day; all seasons

Standards

One of the most frequently cited standards for recreation planning is the National Association's ratio of 10 acres per 1,000 persons. By this standard, Monroe should have 110 acres of recreational area. It now has approximately 152 acres of usable recreational area (excluding area used primarily for other uses, i.e., school buildings, parking facilities). In the very near future, Monroe hopes to add 110-125 acres of recreational area -- soon to be acquired and developed or plans for which are now in abeyance. This places Monroe well above the needed recreational acreage within or adjacent to the city limits for the present and for the next ten years. However, there are two exceptions to this observation.

Since there are no definite population figures for Monroe's perimeter (planning area), this part of Monroe's planning area was not included in the above criteria for recreational planning; however, for an area that is developing rapidly, there are little or no public recreational facilities within walking distance of the residences in this area. Within the city limits, the department needs to seriously consider additional indoor and outdoor recreational facilities in the Camp Sutton area.

Existing Recreation Facilities

The following chart gives an overall picture of parks and recreational facilities, along with their age groups and day/night seasonal characteristics. In some cases, the facilities/activities column also includes proposed facilities that are part of the short term (within five years) recreation plan.

The plans for the Monroe County Club and recreation center expansion will replace the downtown recreation center as the community recreation center. This expansion at the country club will not only replace the downtown center's indoor activities (except for some indoor sports to be decentralized to other gymnasiums) but also provide a host of outdoor facilities and activities. The local share of a federal recreation grant and the development of the proposed facilities will be forthcoming over the next three to five years. The construction of the proposed facilities of the West Monroe park has begun. Plans for the Creft Park are presently in abeyance. This park should be kept for and provided with recreation facilities as soon as funding becomes available. Plans are being formulated for nature-type facilities to be provided at the Stewart Lake watershed project within the next five to ten years. In addition, plans should be made to acquire options on likely sites near the lakes for golf course facilities in the event that land near Lake Lee cannot be obtained.

Plans have been formulated and budgeted for overall improvement of all the playground, tennis court, and outdoor facilities. Plans have also been formulated to provide additional parking areas at several facilities. It is recommended that the following facilities be con-

sidered seriously in respect to adequate parking: West Monroe park, Walter Bickett School-park, and Sutton Park.

In view of the lack of indoor recreation facilities at East Elementary School, the Department of Parks and Recreation should provide technical assistance to the Monroe School Board in planning for a multi-purpose room to be used by both agencies for recreation. The department should also plan for day care camp facilities and activities. The department should consider designing a program, coordinated with the Housing Authority, Union County Library, and the Department of Social Services, to provide the elderly housing project and other concentrations of elderly persons with appropriate recreation activities.

Personnel includes: full-time director; office manager; six full-time program staff, including athletic and recreation directors; four full-time and eight part-time maintenance personnel; eight part-time game officials; and two country club personnel along with part-time assistants. It is recommended that specifications be supplied to the Personnel Director for appropriate staff members to fill positions created by the expansion at Monroe Country Club. Additional maintenance personnel should be provided within the coming year to meet the additional demand created by new facilities and the overall improvement program. This effort should be coordinated with the City Manager's plans for maintenance and landscaping crews.

The department's major equipment includes:

1967 Ford Fairlane (Director)
1972 Chevrolet pickup
1972 Chevrolet pickup
Toro grass machine
1970 Int. traceot w/loader and Hardee bushhog
Tractor w/belly mower and bushhog
Lawn mowers and edgers and sod cutters
Hudson Matador power sprayer
Greens mowers
Sod master metermatic top dresser
Toro 3-blae fringe mower
Ryan Greensaire spiker
Royal dirt shredder
Homelite chainsaw
1966 Int. pickup
Heavy industrial mowers

It is recommended that the 1967 Ford Fairlane and 1966 International pickup be replaced within the next three years. It is also recommended that the above and future equipment be replaced and maintained through an official replacement and maintenance policy.

The department works closely with such private organizations as Industrial Association, Babe Ruth Association, Little League Association, and the Monroe Football Association. Monroe and Union County have been provided, through private and civic concerns, such recreation organizations or facilities as: Girl and Boy Scouts of America, Rolling Hills Country Club, Pebble Creek Par-3 golf course, Wingate College, Beaver Dam Racket and Swim Club, archery clubs, and numerous commercial pool rooms, movie theaters, bowling lanes and pools.

Most recreation programs in the state are designed to include activities from ten activity categories in order to insure a well-rounded program. The categories are:

-- Social (concerts, dances, etc.)
-- Crafts and hobbies
-- Special events (Christmas party, exhibits, etc.)
-- Outdoor and nature activities
-- Dramatics
-- Music
-- Table games (bingo, bridge, etc.)
-- Sports
-- Instructions, (clinics, classes, etc.)
-- Literary (book club, debating, etc.)

Of the categories above, Monroe is lacking only in dramatics and literary fields. Since literary activities also come under the responsibility of schools, public library, and some private groups, this category is not of a priority nature for Parks and Recreation to pursue. Most recreation programs have a weakness in dramatic and music activities and Monroe is no exception. The interest and expertise of generous private individuals are usually needed in this area of recreation and it is recommended that this approach be pursued and that the Community Arts Council be contacted for information and possible aid.

Recommendations

1. That the Department of Parks and Recreation study the need for the possible location of additional outdoor and indoor recreation activities in the Camp Sutton area.

2. That the Department and Union County officials seriously consider a ring of recreation facilities around the city in its rapidly growing fringe area. Otherwise, these residents (fringe area) will either be without recreational facilities in the future or they will burden the city's neighborhood facilities.

3. That the Creft Park be kept as open space and for development of recreation facilities in coordination with the Housing Authority's facilities. This should be considered to accommodate the 33-unit housing project and residential redevelopment in the nearby area.

4. That the Department aid the School Board in formulating plans for a multi-purpose room to provide recreation activities during and after school hours and in the summer at East Elementary School.

5. That plans be formulated for day damp activities either within the city or in the county.

6. That plans be formulated with other agencies responsible for other phases of the lives of the elderly to provide some appropriate recreation activities.

7. That specifications for additional staff members needed as required to man new facilities to be developed over the next several years be submitted to the Personnel Director. These specifications should include a preliminary schedule of hiring in accord with the development of facilities in need of the new personnel. The hiring of additional maintenance personnel should be planned and coordinated with the City Manager's efforts to establish a citywide maintenance and landscaping crew.

8. That the interest and expertise of private individuals be sought to help fill in the gap of programming for dramatic and music activities. Also, the Community Arts Council should be contacted for information and possible if necessary. Plans will need to be made to locate facilities for these activities, using either public or private facilities.

9. That Union County and Monroe, when Union County begins a full-time recreation program, seriously consider coordination and consolidation of recreational services throughout the county. This would appeal to Monroe since it would ease some of the burden by county residents on neighborhood facilities; provide coordination of efforts; sharing of personnel, facilities, etc.; possibly provide a broader program (historical sites, etc.); and save the Monroe taxpayer the expense of supporting two separate recreation departments.

10. That the Department replace the 1967 Ford Fairlane and 1966 International pickup within the next three years. The city should formulate an official replacement and maintenance policy to establish efficient replacement and maintenance of all the city's major equipment.

WINCHESTER NEIGHBORHOOD FACILITIES CENTER

The Winchester Neighborhood Facilities Center (on Winchester Avenue and Morgan Mill Road) was formerly the Winchester School which included all grades from one to twelve. In 1969, the Monroe School Board decided to discontinue use of this school site due to a combination of factors that included the move to integrate all schools, a fire that destroyed the senior high portion, and other circumstances. Several city and county departments, along with the city, saw an opportunity to use the remaining buildings and site for various ser-

vices to be located in that neighborhood. The city applied for a federal grant to establish a multi-purpose neighborhood facilities center. Upon receipt of the grant and committment of several agencies to provide services from a center of this type, the city purchased the 14-acre site from the School Board.

This community facility represents a city investment of nearly $225,000 (purchase, renovation, paving, landscaping), along with federal funds of nearly $153,000 to provide a multi-purpose center for county-wide and city services. This represents Monroe's willingness to adventure into facilitating new concepts in cooperative services for the disadvantaged in the county, city and the Winchester Neighborhood.

The following describes the services, facilities, and the needs of the four services: Winchester Day Care Center, Manual Arts Training Center, Winchester Avenue Community Recreation Center, and Neighborhood Service Center No. 2, presently providing services at the center.

Winchester Day Care Center

This facility opened on December 9, 1971, in a portion of the renovated elementary school building to serve Aid for Dependent Children who are referred to the Center by the Union County Department of Social Services. The Center does allow for 10% of their total number of children to be of those families who do not qualify for AFDC. This service is free for those qualifying for AFDC and others have to pay full tuition.

The day care center is open from 7:30 AM to 6:00 PM all year to provide for more than just babysitting services. It provides for child development care for a child's physical, mental and emotional being. The center has the special distinction of being one of the research and training centers for day care administration and child development care within the state.

The Winchester Day Care Center has been licensed to serve 85 children with its available overall facilities. Having just begin the service, the center has 41 children at present and plans to accommodate more children in the near future. The facility, which is leased from the city, has adequate space both indoors and outdoors, and has been equipped adequately with beds, educational material and equipment, toys, kitchen, medical and administrative facilities. Playground equipment will soon be available. The center is staffed with four professional teachers, ten teachers' aides, cook, registered nurse, secretary and a Director. It is recommended that the position to be vacated by the night watchman be filled by a custodian.

There appears to be a large demand for this type of service in the county and city. The center has been accepted as well as sought after by people from the entire community as well as the immediate (low-income) neighborhood.

Recommendations

1. That a custodian be hired to provide the center with janitorial and maintenance services.

Manual Arts and Training Center

This facility opened in August, 1971, in one of the renovated buildings to provide vocational rehabilitation to anyone in North Carolina who is 15 years old and over and has a vocational disability. The center takes referrals from anyone and will give the prospective client physical and psychological testings. The state pays tuition for certain services provided (lunches, transportation, etc.); however, the clients are charged a fee based on the services to be rendered and the individual's ability to pay the fee.

Manual Arts Training Center is operated by a private non-profit organization which is governed by an eleven member Board of Directors (private citizens). This organization works in conjunction with and will soon be monitored by the State Division of Vocational Rehabilitation. It provides the following services:

1. Vocational evaluation (to determine the best course for the individual to become employable).

2. Training for work adjustment and activities (short term).

3. Long-term training in work activities (for those who cannot work in competitive employment).

4. Job referrals (will supply client with what help he needs)

5. Transportation to the center.

6. Consultation services (educational, medical, etc.).

The facility, which is leased from the city, has more than adequate space consisting of five regular rooms, two shop rooms, first aid room, and storage space. Equipment has been furnished for carpentry and cabinet work, sewing, a van for transportation, and for administering (office equipment) the program. The staff consists of two instructors and a vocational evaluator. The state supplies a rehabilitation counselor for the retarded. The staff and equipment were provided through the initial grant to establish the center and donations of equipment came from private concerns. The center will continue to operate on the revenue obtained from fees and may continue to obtain donations of equipment from private concerns. The center presently needs additional equipment to broaden the scope of the work activities and will need in the near future additional aid in respect to transportation and additional staff members.

The need for the Manual Arts Training Center was seen as there are approximately 2,500 mentally retarded persons in Union County. The trainable children may receive training at the Union County-Monroe School for Trainable Retarded Children up until the child becomes 18 years old; however, until now, there were no facilities for those 18 years old and over. Also, there are numerous persons who for various reasons could not make adjustments to work related tasks. The center can also accept special educational children reaching the age of 16 who have become disillusioned or dissatisfied with high school, and can provide vocational rehabilitation and keep the young person in school at the same time.

The center can hold 25 clients at a time and has worked with 20 clients since August, which includes 10 clients who are still receiving training at the center. The clients have come from both the county and the city in equal proportions. The acceptance of the center has been good so far; however, it appears that many people do not understand the operations of it.

Recommendations

1. That the center obtain additional aid for transportation and additional work equipment to provide more flexibility in work activities as soon as possible.

2. That the center, in the near future, obtain additional staff members based on the rise in number of clients training at the center at one time.

3. That both the City of Monroe and Union County provide funding to the Manual Arts Training Center in recognition of its all too often forgotten constituents who find it difficult to become employable in our competitive society and cannot get help otherwise. This investment will receive many tangible and intangible returns that center around the economic, physical, and social welfare of those with vocational disabilities.

Winchester Avenue Community Recreation Center

The Department of Parks and Recreation (Recreation Commission until August, 1971) had been using the Winchester School grounds primarily for summer playground activities until 1969 when it took charge of the school's gymnasium to begin numerous indoor activities all year long in conjunction with the multi-purpose neighborhood facilities complex. Although the center may be used and/or rented by any Monroe citizen or group, it was designed to facilitate a wide range of recreational activities for the Winchester Avenue neighborhood.

Through new construction and renovation of existing buildings, the center has a gymnasium, dressing rooms, swimming pool, and bath house. The department has obtained two additional rooms to be converted into arts and crafts and game rooms. These facilities provide opportunities for various indoor sports, shuffleboards, swimming, meetings, dances, concerts, sing-ins, as well as ceramics and indoor games in the near future. Further paving will provide adequate parking facilities. Plans have been made to construct a playground, tennis courts, and picnic area. Both the existing and future recreation facilities provide opportunities to all age groups during both day and night, all year long.

Neighborhood Service Center No. 2

This facility was established in August, 1971, in a seven-room area in one of the former school buildings to decentralize its services from the first center in Waxhaw. As an arm of the Community Action Program this center serves the poor of all ages within that portion of the county (approximately three-fifths, Monroe and West Union County) assigned to its jurisdiction. The center's "normal" operating hours are 8:30 AM to 5:00 PM, although its services can be scheduled in the evenings. The nature of services are as follows: nutritional workshop; sewing workshop; job counseling; rural transportation (program); technical assistance for community organization; coordinated interagency services; voter education; clothing closet (to provide clothing for needy); Neighborhood Youth Corps; tutoring program (during summer); gardening club (proposed); buying club and/or cooperatives (proposed).

The facility consists of seven rooms, one mini-bus (rural transportation); kitchen and other major equipment which will be solicited from private concerns. The center has an advisory committee consisting of twelve to fifteen representatives (private citizens) from the county. The staff consists of a director, two Outreach workers, one community organizer, one receptionist (divided between two centers), and one bus driver.

The center cooperates with such service agencies as: Monroe Housing Authority, Employment Security Commission, Social Security, Agricultural Extension Service, Department of Social Services, Department of Health, Piedmont Mental Health Complex, and Union County Christian Ministry. The city has provided the facility as its in-kind share of matching funds. The center also makes referrals to the Day Care Center and works closely with the Department of Parks and Recreation.

To date, the general outlook and attitude of the low-income people being served has generally improved since there have been indications that these people feel they can come to this center in need of help and obtain satisfactory service.

Some of the center's needs are: kitchen and similar equipment to be donated, additional funding for a receptionist and Outreach workers, and more participation and support from city officials.

Recommendations

1. Monroe public officials participate on the Community Action Agency's Joint Board, which establishes policies, and obtain official and citizens' support for its programs. An alternative may be for the city to appoint an official representative to participate on the Joint Board. This participation and support is needed to alleviate some of the problems and meet the needs of such services as described above.

REDEVELOPMENT COMMISSION

The Monroe Redevelopment Commission was established as the urban renewal agency for the city in 1966. The Commission was established to study and remove blighted conditions that contributed to the substandard character of specific areas in the city and to restore the physical and economic vitality to these areas through a combination of rehabilitation and clearance. (Projects can be established in both residential or non-residential areas.)

Monroe's first project was the Governmental Center Urban Renewal Area (which involved 30 acres of the central business district which began in October, 1969 -- see Redevelopment and Public Housing Sites map). This non-residential project was established to revitalize the governmental administrative and business facilities over a four-year period, and to stimulate rehabilitation and subsequently further economic growth in the adjacent portions of the central business district. To date, over half of the properties to be acquired have been purchased, many of the businesses (on properties purchased) have been relocated into better quarters, several structures have been demolished, the new nine-story Union County Court House has been completed (early Spring of 1972), work has begun on one of several public parking facilities, and the first new private business structure has just been completed. Plans are being formulated for a new City Hall-Police-Fire Department Complex, several parking lots and a pedestrian mall.

A private planning consultant firm has been contracted to complete the planning application for a residential renewal project, East Side Urban Renewal Area Neighborhood Development Program for the Winchester Avenue area just north of the Winchester Neighborhood Facilities Center (see map). The project will consist of 50 acres and

should be the first of several projects to alleviate the area of its physical blight. This project will concentrate on eliminating sub-standard housing, rehabilitating existing homes, and building new homes. The formal application is being prepared and the area citizens are being organized to develop support for and participate in various aspects of the planning of this project. The project should begin in 1972.

The Redevelopment Commission consists of five private citizens as Board members (who are appointed by the City Council), and a staff which consists of an Executive Director and six staff members. The staff utilizes two offices, first floor of City Hall and Housing Authority office, to administer the redevelopment programs.

Recommendations

1. Future redevelopment projects will be determined by combining the blight indicators stated in the 1965 Neighborhood Analysis and Building Inspection records with 1970 census data and a recent housing conditions survey. These future projects will take the form of either urban renewal or concentrated code enforcement. It is recommended that the City Council and the City Manager, along with Redevelopment Commission officials, determine what the city is willing to budget toward redevelopment and relocation activities for the next twenty years. This information is needed to determine the full extent of each project during the assessment and planning of the projects.

2. Minimum housing codes enforcement, planning, relocation, housing as well as redevelopment activities are very much interrelated in their functions in Monroe. It is recommended that the city consider reorganization of these city functions to provide the best coordination. Given Monroe's circumstances, the most appropriate organization would be to place the above functions into one agency or department.

3. A resident planner is needed to plan for and aid in the coordination of redevelopment and related activities. It is recommended that the city hire a planner and place him in the appropriate organizational position with redevelopment and other related functions (recommendation #2).

4. That the Redevelopment Commission consider concentrated code enforcement as a mechanism to rehabilitate homes in areas with a mixture of sound and deteriorating housing units. The city should apply for such a program, budget for needed staff (building inspectors and secretaries) and office equipment and materials, and place this activity in a coordinated position with planning, housing, redevelopment, etc.

5. That the Redevelopment Commission consider the following for future projects (see map):

A. Urban Renewal

1. Western and southern portions of the Winchester Avenue area generally including that area bounded by Skyway Drive, S.C.L.R.R., Morgan Mill Road, East Side Urban Renewal project, Valley Street, and Plum Street. This project should be similar to the East Side Urban Renewal project.

2. Southeastern portion of the Winchester Avenue area, bounded by Morgan Mill Road, Curtis Street, and Normand and Magnum Streets. This project should include rehabilitation and clearance of residential and non-residential structures and the location and construction of a new Morgan Mill Road overpass over the S. C. L. R. R.

NOTE: A housing conditions (exterior) survey showed that of the 674 housing units in the entire Winchester neighborhood area, 33.5% of these units are dilapidated and 39.5% are deteriorating.

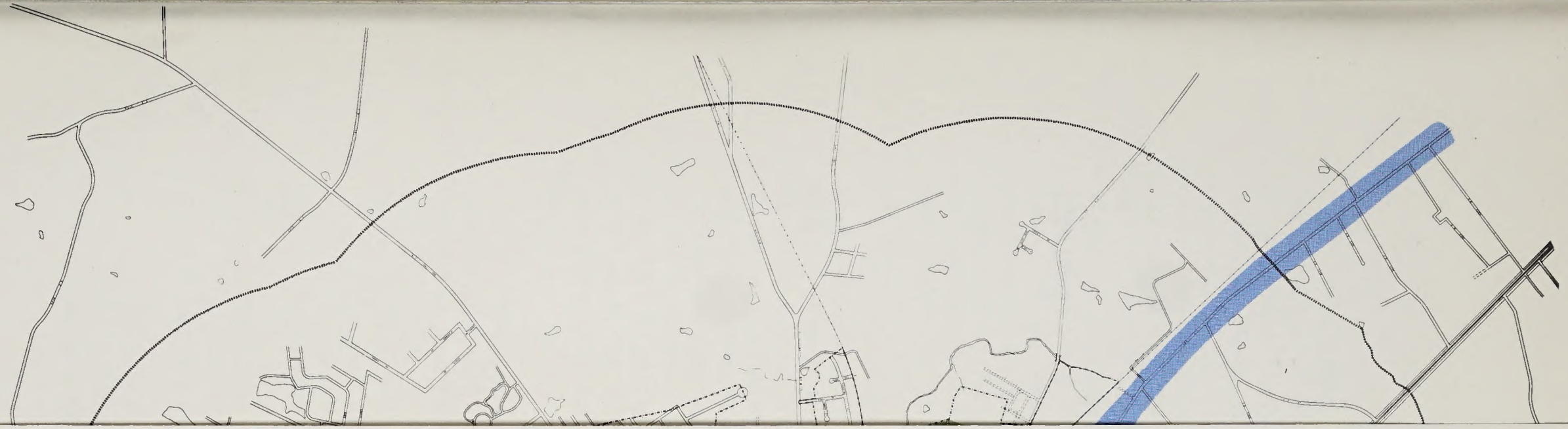
3. The area bounded by Franklin Street, Crawford Street, Lancaster Avenue, and Stewart Street -- to revitalize housing (single-family and apartments) and to extend Charlotte Avenue to Lancaster Avenue.

4. The area bounded by Franklin Street, College Street, Pate Street, and Bragg Street -- to rehabilitate deteriorating and dilapidated housing in this area.

B. Concentrated Code Enforcement

1. That area bounded by Gold Mine Road, Engleside and Johnston Streets, Icemorelee Street, and Gilman Street - for rehabilitation of deteriorating housing and insure protection of the investment of new housing and recreation/park facility constructed in the area.

2. That area bounded by Concord Avenue, Helms Street, Patton Avenue, Charlotte Avenue, city limits, and S. C. L. R. R. - to rehabilitate deteriorating housing units.



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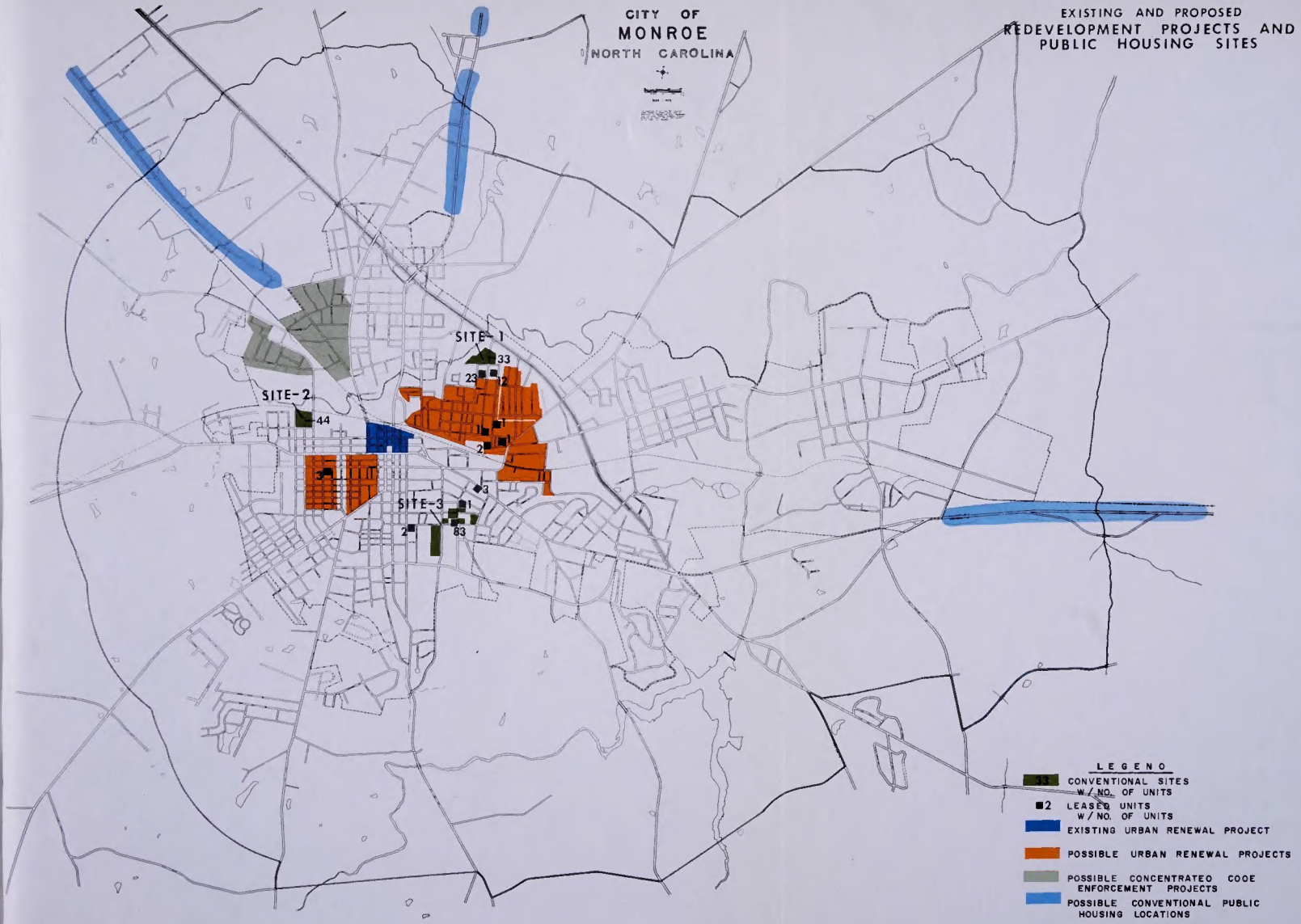
CITY OF
MONROE
NORTH CAROLINA
EXISTING AND PROPOSED
REDEVELOPMENT PROJECTS AND
PUBLIC HOUSING SITES
SITE-1
33
23
12
1
1
2
3
SITE-2
44
3
SITE-3
1
2
83
LEGEND
33 CONVENTIONAL SITES W/NO. OF UNITS
2 LEASED UNITS W/NO. OF UNITS
EXISTING URBAN RENEWAL PROJECT
POSSIBLE URBAN RENEWAL PROJECTS
POSSIBLE CONCENTRATED CODE ENFORCEMENT PROJECTS
POSSIBLE CONVENTIONAL PUBLIC HOUSING LOCATIONS

MAP-7

PUBLIC HOUSING

In 1966, the Monroe Housing Authority was established in recognition of the need to provide housing for those who were unable to purchase or rent standard housing due to insufficient income. Also, in 1966, the Housing Authority applied for conventional public housing units on the basis that Monroe had a severe shortage of low cost, standard housing and rental units which resulted in housing needs that could not be feasibly met through the private housing market in the area. This was coupled with the recognition of several blighted neighborhoods in Monroe (as stated in the 1965 Neighborhood Analysis) that were in critical economic, physical, and social condition. These neighborhoods have some or all the indices of substandard structures, excessive dwelling unit and living densities, high rate of major crimes, high rate of fire calls, etc. The construction of the first public housing units was begun in 1969 and was completed in 1970.

The Monroe Housing Authority now manages a total of 210 housing units which consist of 160 coventional public housing units and 50 leased apartment units. The conventional public housing units are located on three sites: Site No. 1, located at Boyte and Hart Streets, contains 33 units on 7.4 acres; No. 2, located at Jackson and Bragg Streets, contains 44 units on 4.7 acres; No. 3, located in the area of Maurice, Green and Hough Streets, contains 83 units on 13.4 acres. The leased apartment units are located adjacent to Site No. 1 and consist of 35 apartment units in four buildings with the remaining 15 units scattered throughout Monroe. These units are privately owned. (See Redevelopment Projects and Public Housing Map.)

The Department of Housing and Urban Development requires that the location of the site of each proposed housing project meet the following general criteria:

1. That the project improve the housing location of the low income families (improve accessibility to employment concentrations, community facilities, standard housing in surrounding neighborhoods, etc.).

2. That the housing project relate to orderly development patterns (availability of utilities and public services, blend with residential character of neighbrohoods, etc.).

3. That the housing project enhance the physical environment of a neighborhood (improved land use patterns, eliminate blighting influences, no adverse effect on environment, etc.).

The Monroe Housing Authority has met all of these standards to the best of its ability and has afforded what local circumstances will permit. In accord with the above, the Authority is planning to develop a two-acre tract as part of Site No. 1 for use as a playground. It is recommended that Creft Park be developed by the Department of Parks and Recreation to supplement the Authority's playground at this project. It is also recommended that playground facilities be provided for Site No. 3.

The following family characteristics will provide indications of the general characteristics of current residents who are being served and who will be planned for by the Authority in the near future:

1. A large portion (161 compared to 39) of the residents now living in the projects formerly resided in Monroe (compared to those from the county). However, the ratio (130:80) for those who are either now eligible or application is pending illustrates that many more families are coming from the county (nearly 38% of the applicants).

2. The distribution of the yearly income of current residents and eligible applicants is as follows:

Yearly Income	Current Residents	Eligible Applicants
$ 0-500	1	1
501-1000	14	14
1001-1500	43	35
1500-2000	32	21
2001-2500	23	9
2501-3000	22	10
3001-3500	16	11
3501-4000	22	20
4001-4500	18	11
4501-5000	5	4
5001-5500	4	1

The above distribution shows that 173, or nearly 87%, of the current residents and 121 (88%) of the eligible applicants are below the Federal poverty level of $3,850. The remaining residents or applicants earn between $4,000 and $5,500. The average total yearly income for the current residents is $2,454 and $2,324 for the eligible applicants. (Source: Monroe Housing Authority)

3. The Authority has 40 conventional units (Site No. 2) and 5 leased apartment units reserved for elderly persons (62 years old and over). The eligible applicants of this category show a demand for at least 32 additional units.

4. The following table shows the housing conditions that the current residents came from or the prospective residents live in at the present.

	Without Housing	About to be without Housing	Sub-Standard Housing	Others*
Current residents	46	11	95	48
Eligible applicants	50	16	49	31
Pending applicants	29	8	18	21

*Others is interpreted to be standard housing.

Source: Monroe Housing Authority

The above shows that a significant number of families were or will soon be without housing (this usually results in the overcrowded living quarters when families double up). The table also shows that a substantial number of those who have housing either came from or are living in substandard housing.

All of the above family characteristics indicate that the public housing experience in Monroe has been worthwhile and, until more private concerns provide additional low income housing and rentals, there is ample justification for additional public housing units in Monroe.

The following general housing conditions still exist:

1. The 1970 census reports that of the 3,735 housing units in Monroe, 470 units lack one or more plumbing facilities.

2. It also reports that a population of 1,491 (13% of the total population) lived in those housing units lacking plumbing facilities. Of this population, 616 were children (under 18) which comprised 16% of all the children in Monroe. This population also consisted of 138 elderly persons (65 and over) which comprised 13% of the total elderly in Monroe.

3. The 1970 Census shows that there were 48 year-round housing units available for rent for less than $60 per month. It also states that only four year-round housing units were available for sale for less than $10,000.

4. A 1971 housing conditions (windshield) survey reported that approximately 459 housing units within the city were sub-standard (dilapidated -- needs uneconomical, major repairs or unsafe to live in) This comprised 12.4% of the total housing stock observed. In the remainder of Monroe's planning area (perimeter area) 69 housing units (10.3%) of the total perimeter area housing units were classified as substandard. In addition, the survey reported that approximately 844 housing units were classified deteriorating or needing rehabilitation, which comprises 22.3% of the housing stock observed within the city. The perimeter area has approximately 11% or 74 housing units classified as deteriorating or in need of rehabilitation.

5. A significant number of eligible and pending applicants were either without housing, about to be without housing, or in substandard housing.

6. Of the 146 eligible applicants waiting to move into public housing, the average number of months that these applicants have been waiting is 12 (as of November, 1971). Some have been waiting as long as 45 months. (Brantly, H. L., Family Characteristics Survey, Monroe Housing Authority, North Carolina, January, 1972.)

7. The Union County Department of Social Services reports that there are 365 (174 families plus 191 individuals) recipients of public assistance (excluding medicaid recipients) residing in Monroe. This is an indicator of the number of citizens in Monroe who are receiving an annual income well under the federal poverty level. Of the 365 recipients of public assistance in Monroe, only 88 low income families are known to be assured of standard housing at a rent they can afford --Monroe's public housing units.

The above conditions in the planning area further prove the urgent necessity of making standard housing available to low income families or individuals at a cost they can afford. The Housing Authority is presently applying for an additional 150 to 300 conventional public housing units. It is recommended that the Housing Authority under a mutual agreement with Union County establish public housing sites in Monroe's fringe area (provided the sites are able to meet HUD's locational criteria). This is recommended for two major reasons:

1. To alleviate some of the county's housing problems.

2. To shift the concentration of housing for low income families/persons away from the central city areas. This would stabilize the flow of low income families/persons into the city and lessen the burden on the city's community facilities. Along Charlotte Avenue between the city limits and the Baker community, U.S. 601 north between the city limits and Ridge Road (SR1504), or in the general area of US 74 from Monroe to Wingate are several possible areas for site locations.

If another public housing project is to be located within the city limits, it is recommended that a site be located in the Camp Sutton area, along Walkup or Ashcraft Avenues or Mason Street between Sutherland Avenue and Sutton Street. This would prevent extreme concentration of public housing in the central portion of the city with the resultant burden on services and facilities, and provide the best possible shopping and employment opportunities.

The Monroe Public Housing Authority consists of a five-member Commission who, with the aid of an executive director and staff of nine employees, provide decent, safe, and sanitary housing for low income people who cannot afford this type of housing on the open market. As stated in reference to the Redevelopment Commission, it is recommended that the interrelated functions of minimum housing codes enforcement, planning, relocation, redevelopment, and housing activities (professional staff) be reorganized into a single department to provide the best coordination of these city functions.

Furthermore, it is recommended that when Union County establishes housing programs to be implemented, county officials and city officials mutually agree on an arrangement to use one professional staff to implement all housing programs within the county. The Monroe Housing Authority and the City of Marshville are operating under a similar agreement in which the staff of Monroe's Housing Authority implements a public housing project of 42 units in behalf of the Marshville Housing Authority.

Recommendations

1. That the Housing Authority either through city or federal funding, furnish playground facilities for Site 3.

2. That the Department of Parks and Recreation develop recreational facilities at Creft Park to supplement the Housing Authority's playground facilities at Site 1. This should be done within the next five years.

3. In conjunction with the Housing Authority's present application for additional public housing units, the Housing Authority should, under a mutual agreement with Union County, establish the site for the additional units in Monroe's fringe area (provided the sites are able to meet HUD's locational criteria). The following possible areas are recommended: Charlotte Avenue between the city limits and the Baker community, US 601 north between the city limits and Ridge Road (SR 1504), or in the general area of US 74 between Monroe and Wingate.

4. If, at the time of specific planning for a site for the additional units, the use of the Monroe fringe area is not feasible, the Housing Authority should locate the sites in the Camp Sutton area -- along Walkup or Ashcraft Avenues or Mason Street between Sutherland Avenue and Sutton Street.

5. That the city reorganize those functions (planning, relocation, redevelopment) related to housing activities into a single department to provide the best coordination of these functions.

6. Upon establishing definite housing programs to be implemented, Union County should, with the city, use one professional staff to implement all housing programs within the county.